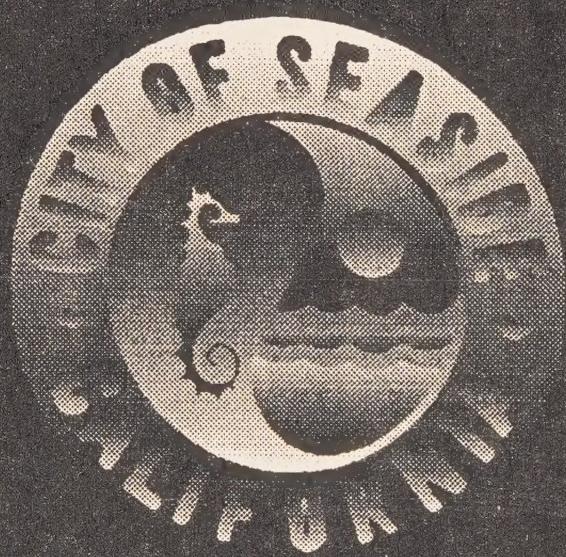


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1995  
**GENERAL PLAN**



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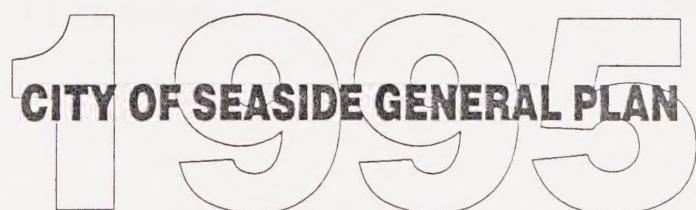
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FEBRUARY 1995



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## INTRODUCTION & COMMUNITY PROFILE

This 1995 GENERAL PLAN for the City of Seaside is, in accordance with the mandates of State law, an update of the 1980 General Plan. Its preparation was directed by a Citizen's Advisory Task Force (CATF) consisting of ten permanent and six advisory members. The City's Department of Community Development provided program administration including the coordination of the planning activities of the CATF's professional consulting team of D'Amico & Associates, Incorporated, planners and the team coordinator; Land Use Associates, general plan and environmental specialists; Goldfarb & Lipman, attorneys specializing in community law and housing assistance; Licciardello & Associates, economic development analysts; and TJKM, transportation and traffic analysts.

Since the California Environmental Quality Act (CEQA) specifies that a general plan must be the subject of a PROGRAM ENVIRONMENTAL IMPACT REPORT (PEIR), the 1995 GENERAL PLAN is supported by a PEIR including a review of the existing environmental setting, an analysis of the environmental impacts resulting from plan implementation and the identification of activities and policies required to mitigate these impacts.

The 1995 GENERAL PLAN updating program included the preparation of the following six work products that were produced by the professional consulting team with full participation, review and approval of the City's staff and the CATF:

1. The October 1990 EXISTING DATA REPORT compiles the relevant existing conditions data, and an existing community policy inventory providing the factual foundation upon which the subsequent work products were based. It is organized into three major chapters. Chapter 1, General Plan Overview; Chapter 2, Social and Economic Factors; and Chapter 3, Physical and Biological Factors.

2. The February 1992 ISSUES, GOALS & POLICIES REPORT which makes the transition from understanding what the City of Seaside is, as defined by the EXISTING DATA REPORT, to what the community desires to become over the next twenty years as defined in the final GENERAL PLAN. As such, it is the base element from which all planning proposals emanate. It is organized so that each planning element is considered in separate chapters which are subdivided into sections that progress from the general to the specific as follows:

- ISSUES: Including those issues generated by analysis of the EXISTING DATA REPORT, written and verbal comments from the CATF and the City's staff as well as consultant team observations.
- GOALS: As stipulated by the CATF for addressing matters identified in the "issues" statements.
- POLICIES: Specific planning policies that were to be followed in the preparation of the LAND USE MAP, PRELIMINARY GENERAL PLAN and the final GENERAL PLAN.

3. The October 1992 LAND USE MAP prepared as the direct physical interpretation of the policies adopted in the ISSUES, GOALS & POLICIES REPORT. In order to facilitate comparison it contains a composite of the Existing Land Use Map with an overlay showing the proposed changes.

4. The PRELIMINARY GENERAL PLAN document consisting of six State mandated planning elements including: (1) Land Use, (2) Economic Development, (3) Circulation, (4) Housing, (5) Open Space, Conservation, Noise and Safety combined as the Environmental Resources Management element and, (6) Urban Design.

This document synthesized the three previously approved reports for the review of the CATF, Planning Commission and City Council. Flowing from this review were instructions to the professional consulting team as to the desired content of the final GENERAL PLAN.

5. This final 1995 GENERAL PLAN document which received City Council approval in February 1995.

6. The supporting PROGRAM ENVIRONMENTAL IMPACT REPORT that was certified by the City Council in February 1995.

## COMMUNITY PROFILE

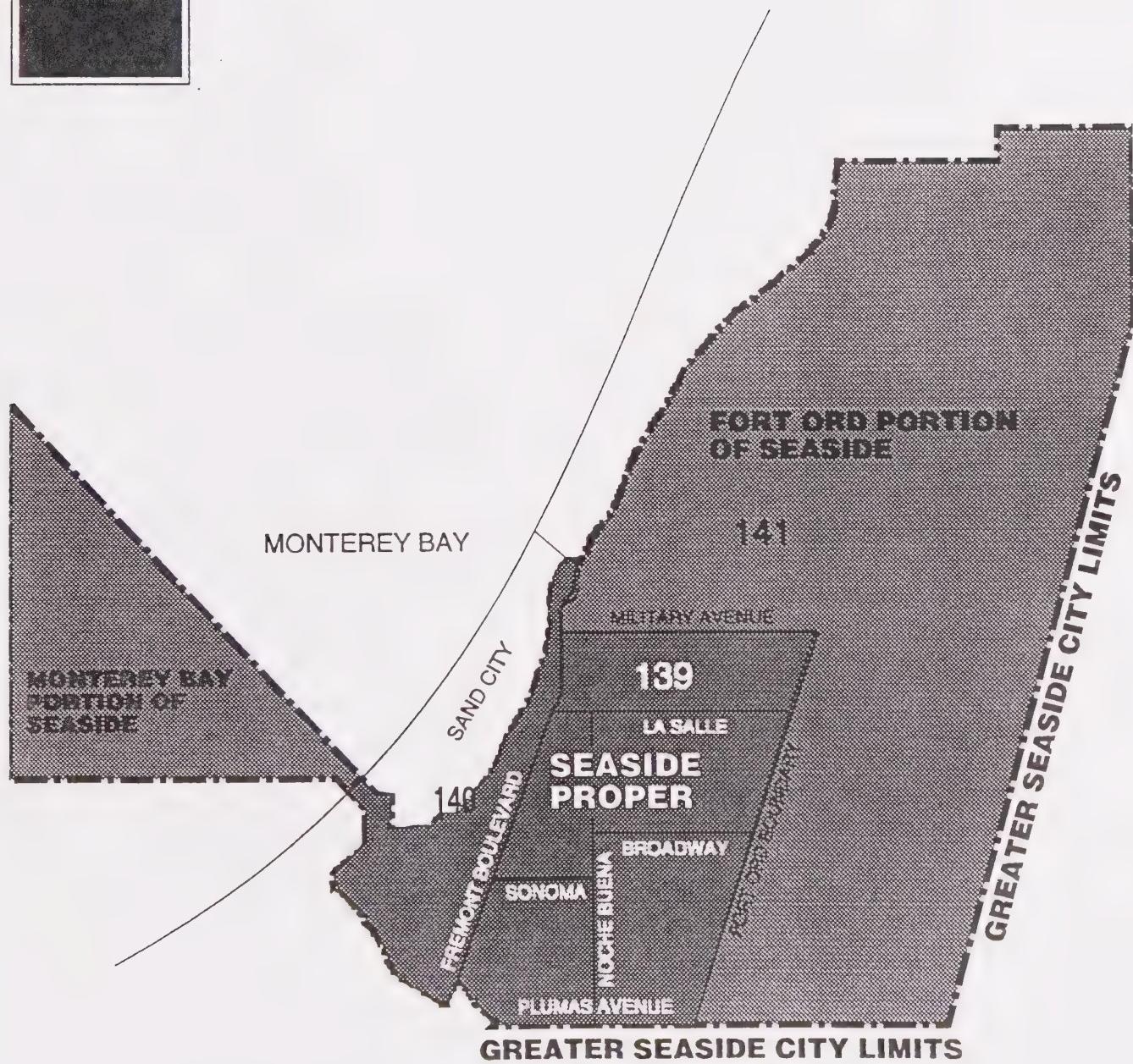
Figure I.1: Regional Location, (page 4) shows the location of Seaside on the Monterey Peninsula. In 1887, Dr. John L.D. Roberts created the area's first subdivision. Roberts, who has come to be known as the "Father of Seaside" came to the Monterey Peninsula from New York at age 26 and stayed to become one of Monterey County's leading citizens. In addition to founding the community, Dr. Roberts served 30 years as postmaster of Seaside, 24 years as a school trustee, and 12 years as a county supervisor. Seaside began with Roberts' purchase and subdivision of 150 acres of the Rancho Noche Buena, which then took in all of what is now Seaside, Sand City and Del Rey Oaks. His subdivision, which he first called East Monterey, extended along the west side of the railroad from Roberts Lake, to what is now California Avenue in Sand City. It also took in an area east of the railroad to the county road, now called Fremont Boulevard, between what are now Olympia Avenue and Geary Plaza in the Monterey Peninsula Autocenter. Roberts later named his subdivision Seaside and was appointed postmaster in 1890.

According to local historians, an active social life characterized the community until the economic depression of 1929. When the depression began, many of Seaside's 25-foot wide lots, especially in Del Monte Heights, dropped in value so much they were given away by a San Francisco newspaper with subscriptions. Lots sold for as little as \$1. The lure of cheap land attracted many respectable, but poor, families to Seaside. Caravans of as many as twenty families moved into the area with everything they owned to set up housekeeping in the mesquite. They purchased the small lots, put down wells, built little houses and fenced their properties. Lots were unstaked and streets unpaved.

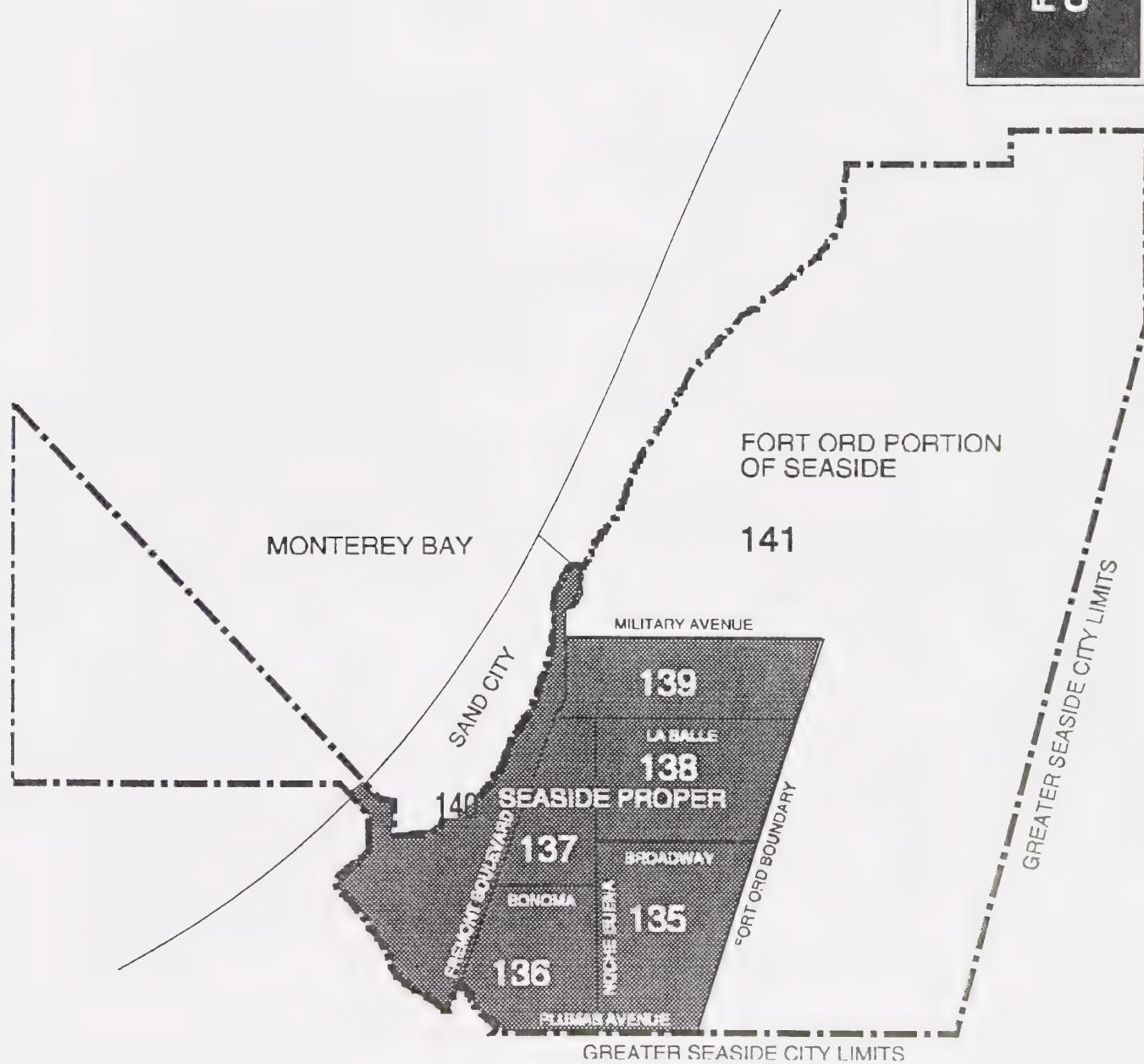
During World War II, Fort Ord was established and thousands of soldiers and workers descended on the area. Substandard construction was the order of the day without plans, codes or ordinances. By the 1950s, Seaside had become an unincorporated urban center without benefit of civic administration or services. The area in Del Monte Heights and Hannon was covered by substandard housing and connected by unpaved sand tracks marked as streets on city maps. There were whole blocks which had no utilities (water, sanitation, electricity) of any kind. The houses themselves were so substandard that some had dirt floors and cardboard or tarpaper walls with four and five-foot ceiling heights.

Law enforcement was provided by one deputy sheriff, who also covered Marina. Dissatisfaction with conditions had caused residents of the area to begin to talk of incorporation as early as 1940, but it wasn't until 1954 that the matter came to a vote. On October 4, 1954, the people voted, 1,183 to 994, to establish their own city government and take charge of their own future. Seaside was officially certified as a general law city on October 13, 1954.

**FIGURE I.2  
SEASIDE  
CITY LIMITS**



**FIGURE I.3**  
**CENSUS TRACTS**



**Table I.1**  
**Seaside Population Trends**

	1980	1985	1986	1987	1988	1989	1990
Monterey County	290,444	327,300	334,600	340,600	346,100	349,340	360,240
Seaside	36,567	37,050	37,150	37,300	37,750	36,800	38,509
<b>Annual Rate Increase, %</b>							
Monterey County	1980	1985	1986	1987	1988	1989	1990
	2.63	1.96	2.23	1.79	1.61	0.94	3.12
Seaside		0.26	0.27	0.27	0.40	1.21	2.52 <sup>(1)</sup>

(1) Does not include Fort Ord troops temporarily relocated because of involvement in the 1988 war games.

**Source:** State Department of Finance Annual Population Estimates

The 1989 population estimates for Seaside showed a decline from 1988 when the Department of Finance did not count Fort Ord troops temporarily relocated during the war games of 1988. This oversight was not repeated in 1990 when the Department of Finance counted Seaside's total troops deployed to Panama.

The January 1, 1990 estimates for the entire City by the Department of Finance (January 1, 1990) indicated an increase in overall population to 38,509, or an increase of 1,811 people over 1989. The Department of Finance estimated that Seaside proper contained 22,567 residents while the Fort Ord portion of Seaside had 15,942 residents.

The issue of population growth projections was clouded by the resizing of Fort Ord. In that Seaside proper is largely built-out, it is clear that no significant population growth can occur without increasing the housing density standards and to promote residential development on decommissioned Fort Ord land that is not commercial in nature.

## Ethnicity

As shown on Table I.2, the City of Seaside is ethnically diverse and enjoys a wide range of cultures. Current percentages of the Seaside proper and Monterey County population, by ethnic groups, were established in the 1990 census.

**Table I.2**  
**City of Seaside, Population By Ethnicity**

Group	Population			
Racial	City (1)	%	County	%
Hispanic	4,969	21.3	119,570	33.6
White*	9,129	39.1	186,166	52.3
Black*	5,087	21.8	21,506	6.0
Am. Indian, Eskimo, Aleut*	161	0.7	2,124	0.6
Asian/Pacific Islander*	3,950	16.9	25,365	7.1
Other race*	48	0.2	929	0.4
<b>Total</b>	<b>23,344</b>	<b>100.0</b>	<b>355,660</b>	<b>100.0</b>

\* Not of Hispanic origin

(1) Does not include Fort Ord

**Source:** 1990 Bureau of The Census

## Age

According to 1990 Census data, the median age in the City of Seaside is 25.3 years compared to a county-wide median of 29.6. Table I.3: Age Distribution, shows age distribution in Seaside proper compared to the County as a whole.

### Income

The 1989 average household income in Seaside was estimated at \$27,516 per year. This compares to the County average of \$35,400 as determined by the State Department of Housing and Community Development.

**Table I.3**  
**Age Distribution**

Age	City (1)	%	County	%
0-4	2,100	9.0	31,297	8.8
5-9	1,879	8.2	28,403	8.0
10-14	1,562	6.7	24,526	6.9
15-19	1,616	6.9	26,175	7.4
20-24	2,062	8.8	34,294	9.6
25-34	4,612	19.8	69,315	19.5
35-44	3,398	14.6	52,319	14.7
45-54	2,029	8.7	29,785	8.4
55-64	2,016	8.6	24,849	7.0
65+	2,070	8.7	<u>34,697</u>	<u>9.7</u>
Total	23,344	100.0	355,660	100.0

(1) Does not include Fort Ord

Source: 1990 Bureau of the Census

The State Department of Housing and Community Development has established limits for very low, lower, median and moderate income households. The following annual income limits are established for a family of four in Monterey County for the year 1990:

- Very low income.....\$17,750 (less than 50% of median)
- Lower income.....\$17,751-\$28,300 (50-80% of median)
- Median income.....\$28,301-\$35,400 (80-100% of median)
- Moderate income.....\$35,401-\$42,500 (100-120% of median)

## Employment

Employment statistics provided by the State Employment Development Department are not available for the City of Seaside only but are aggregated with Salinas-Seaside-Monterey Area. Table I.4: Salinas, Seaside, Monterey MSA Wage and Salary Employment by Industry (Page 10), shows employment by industry for the period August 1989 to August 1990, and indicates a gross of approximately 148,000 jobs.

**Table I.4**  
**Salinas-Seaside-Monterey MSA Wage  
 And Salary Employment By Industry**

Industry	August 1990	July 1990	June 1990	August 1989
Total, all industries (c)	148,800	148,000	148,800	148,000
Agriculture	37,000	34,500	34,800	36,800
Nonagriculture total	111,800	113,500	114,000	111,200
Mining	300	300	300	300
Construction	4,300	4,400	4,400	4,600
Manufacturing	10,600	11,000	11,200	10,700
Nondurable goods	7,000	7,300	7,500	7,100
Food & kindred products	4,100	4,400	4,500	4,300
Other nondurable goods	2,900	2,900	3,000	2,800
Durable goods	3,600	3,700	3,700	3,600
Transportation & public utilities	5,200	5,200	5,200	4,700
Wholesale trade	4,400	4,400	4,500	4,300
Retail trade	25,300	25,300	25,200	25,200
Eating & drinking places	10,300	10,300	10,300	10,300
Other retail trade	15,000	15,000	14,900	14,900
Finance, insurance & real estate	6,100	6,100	6,100	5,900
Services	28,900	28,900	28,700	28,800
Hotels & motels	6,800	6,800	6,700	6,800
Otherservices	22,100	22,100	22,000	22,000
Government (d)	26,700	27,900	28,400	26,700
Federal	8,700	9,100	9,200	8,900
State & local	18,000	18,800	19,200	17,800

March 1989 Benchmark

(c) Wage and salary employment is reported by place of work and excludes self-employed, unpaid family workers involved in labor disputes.

(d) Includes all civilian government employees regardless of activity in which engaged.

**Source:** State Employment Development Department

The July 1990 data from the State Employment Development Department show the major employment sectors with over 5% of the labor force (see insert).

Government (federal, state, local and school districts) is the largest single employment sector surpassed only by agriculture during the harvest season. The tourist industry (restaurants, bars, hotels) makes up more than 12% of all employment and provides more than 15,000 jobs, although most of this employment is within the City of Monterey.

Total Employed:	148,000	%
Agriculture	34,500	23.3
Manufacturing	11,000	7.4
Restaurants, bars	10,300	7.0
Other retail	15,000	10.1
Otherservices	22,100	14.9
Government	27,900	18.9

In terms of job development, agriculture is expected to decline slightly in the coming years with employment in government remaining stable. Increases in employment will be in the retail and service industries as well as in financing, insurance and real estate. ♦

## LAND USE

The Land Use element of a GENERAL PLAN provides the basic rationale for the other GENERAL PLAN elements. Its major component is the Land Use Map which describes the generic use (i.e. Residential/10 DU per acre, Commercial/Primary Retail, etc.) of the property within the area covered by the Plan. As is stated in the 1980 GENERAL PLAN:

*"...it is important to bear in mind that the General Plan map cannot reflect the quality and character desired in a particular land use category in a specific location except in very general terms. The General Plan map indicates the predominant use of land recommended in each area, and does not preclude minor deviations from the overall pattern. It does not reflect every church, institutional, commercial, single- or multi-family residential use that may exist in areas designated for other uses, nor should it be interpreted as recommending or requiring their removal."*

In contrast, the precise description of each use is contained in the Zoning Ordinance. The Zoning Ordinance is based upon the GENERAL PLAN and acts as the primary tool for implementing the policies of the Plan.

In most instances the designated use of a property in the GENERAL PLAN Land Use element is simply the existing use. In some important instances, however, land use changes are mandated in response to new social and economic conditions, shifting regional and local circulation patterns, newly identified environmental concerns and the changing attitudes of Seaside's citizenry as defined by the CATF.

In addition to the following description of Seaside's land use profile, the Land Use element is formatted into several individual sections. These sections include those covering the traditional land use categories (i.e. Residential, Commercial, etc.) and some covering items that are unique to Seaside such as the section on the Fort Ord Military Reservation. Care has been taken to be sure that the

individual sections mesh into an integrated whole. Each individual section adopts the format of the ISSUES, GOALS & POLICIES REPORT in order to (1) identify new or previously unaddressed land use issues that have emerged since the preparation of the 1980 General Plan; (2) define the goals that address the identified land use issues; and (3) present specific policies that respond to these goals. The last section presents the Land Use Map.

### 1.0.1 LAND USE PROFILE

The City of Seaside is a general law city, meaning that its powers of government are spelled out in the California Government Code Sec. 34450. The City is made up of two distinct portions. Seaside "proper" (defined as that portion of Seaside that is outside of Fort Ord) consists of an area of 2.69 square miles. In the early 1970s Seaside annexed a portion of Fort Ord which contains 6.2 square miles. A second annexation included a portion of Highway 1 adjacent to Fort Ord.

**Table 1.2**  
**Vacant Land By Zone District**

Zone District	Acres
R-1-9	0.88
R-1-7	4.13
R-1-6	5.96
R-1-5	5.37
R-2	3.77
R-3	3.55
R-4	1.01
N	0.10
P	4.00
V	16.10
A-2	.62
SC	1.35
STA I - P/3	.66
STA II - P/4	3.72
STA III - P/O/3	.46
STA IV - V/O/3	.49
STA V - O/2	.59
STA VI - V/A/O	.17
Total	52.93

**Source:** Seaside Land Use Inventory Map, June 1988; updated by Land Use Associates

Category	Acres	%
Residential		
Low Density	708.16	41.1
Medium Density	49.80	2.9
High Density	76.24	4.4
Retail	122.72	7.1
Transportation	4.06	0.2
Industry	4.57	0.3
Wholesale	1.38	0.1
Public	75.16	4.4
Institutional Buildings	136.88	8.0
Vacant	52.93	3.1
Street/Railroad R.O.W.	489.70	28.4
	1,721.60 acres (2.69 sq.mi.)	

**Source:** Seaside Land Use Inventory Map, June 1988; updated by Land Use Associates

The total area of the City of Seaside is therefore 8.89 square miles, or about 5,690 acres. Existing land use in Seaside proper is shown in Table 1.1.

Residential is the largest single land use in Seaside proper, making up 48.4% of all land use. The second largest use of land is rights-of-way for streets and the Southern Pacific Railroad with 28.4% of all use. The gross residential density is 12.78 persons per acre (total population divided by total acres in the City). The net residential density is 26.37 persons per acre (total population divided by acres in residential use). Seaside proper has very little remaining vacant land, a characteristic shared by other Monterey Peninsula cities such as Carmel, Del Rey Oaks and Pacific Grove. Vacant land by zone district is shown on Table 1.2.

The amount of vacant land in Seaside proper is approximately 53 acres, or 3% of the total. In addition, of the total, 24.67 acres (46%) are in residential zones; 23.12 acres (44%) are in commercial zones; and 5.14 acres (10%) are in special treatment, or multi-zone areas.

As Seaside proper is essentially built-out, any new growth will come on the few remaining vacant lots, through redevelopment, or through expanded growth opportunities within the City's portion of Fort Ord.

## The General Plan

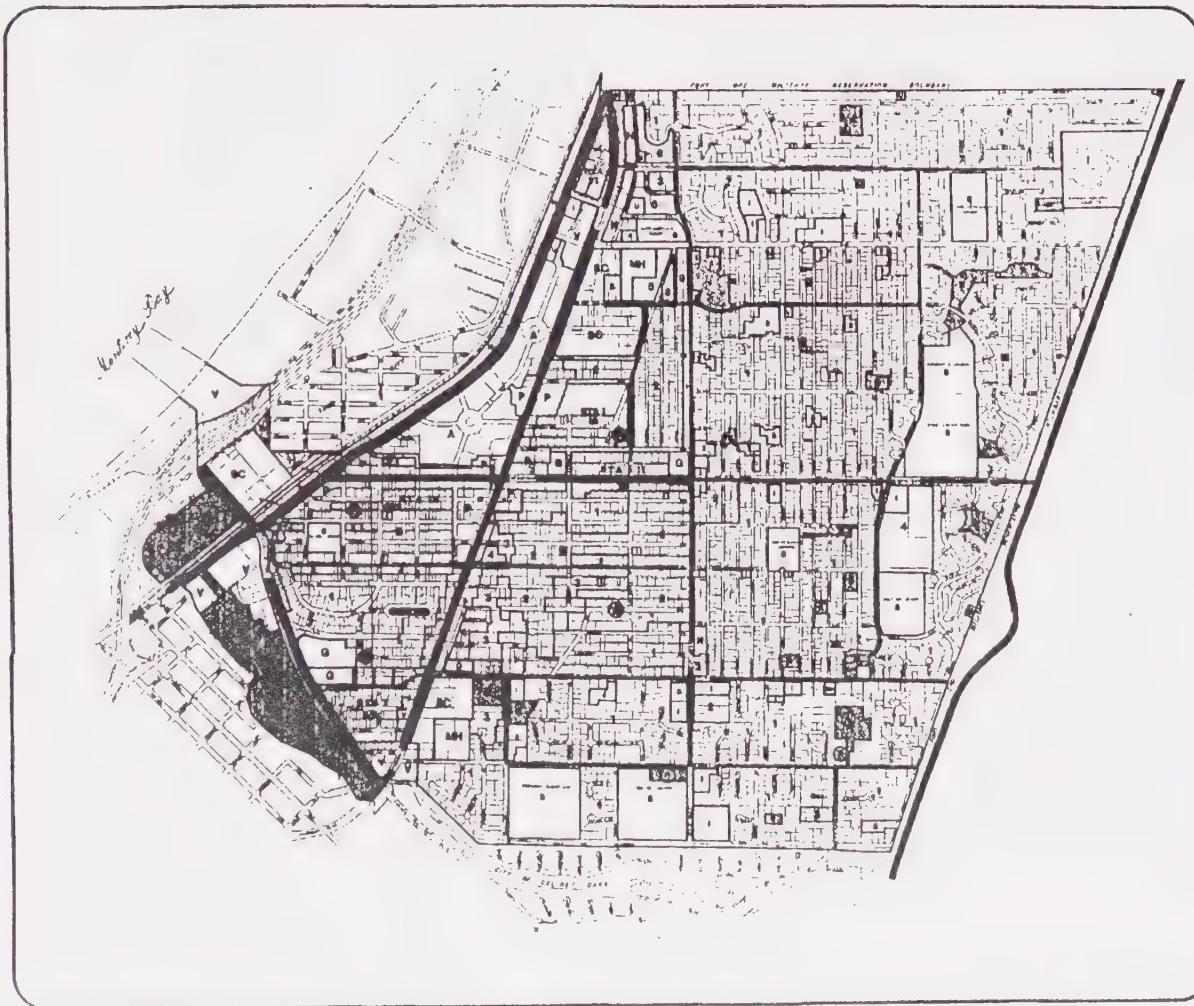
The City's GENERAL PLAN is the most important local planning tool. It sets forth the day-to-day and long-term policy for City growth. Figure 1.1: 1980 Seaside General Plan Map (page 4) shows the 1980 General Plan Land Use Map. Figure 1.2: Existing Seaside Zoning Map (page 5) depicts current zoning consistent with the 1980 GENERAL PLAN. The 1980 GENERAL PLAN incorporates elements adopted between 1973 and 1986. Unfortunately, this plan is outdated and does not sufficiently consider the changing character of Seaside and the role that regional government and the environment play in the future of the Monterey Peninsula.

## The Local Coastal Plan

The City of Seaside is mandated by the California Coastal Act of 1976 to prepare a Local Coastal Program (LCP) for that area of the City that is located within the Coastal Zone boundary. The total LCP consists of the City's land use plans and controls directing the development of the area within the Coastal Zone. Seaside has certified the Land Use Plan shown on Figure 1.3: Local Coastal Program Land Use Plan (page 7), but will have no coastal development permit authority until the Coastal Commission certifies the LCP.

The LCP includes portions of the Coastal Zones of both the City of Seaside and the adjoining City of Monterey. Because the Cities' Coastal Zones are contiguous at Laguna Grande and Roberts Lake, and recognizing the interrelationship of the lakes, the Cities agreed to jointly study and plan for this segment of the Coastal Zone. This decision was formalized in a Joint Powers Agreement (JPA) adopted by the City Councils of both Cities in November of 1977.

The City certified Land Use Plan (LUP) of the Local Coastal Program contains the requirement for improving the water quality in Roberts Lake and Laguna Grande through a combined program of dredging, aeration, and sediment control. Those requirements were later contained in the Wetlands Management Enhancement and Restoration Program.



**FIGURE 1.1  
1980 SEASIDE  
GENERAL PLAN MAP**

**GENERAL PLAN**

**RESIDENTIAL**

- 1 0-9.9 UNITS/NET ACRE
- 2 10-14.9 UNITS/NET ACRE
- 3 15-19.9 UNITS/NET ACRE
- 4 20-24.9 UNITS/NET ACRE
- 5 25+ UNITS/NET ACRE
- MH MOBILE HOME PARK

**COMMERCIAL**

- R RETAIL: PRIMARY
- RC RETAIL: SHOPPING CENTER
- M RETAIL: NEIGHBORHOOD
- P PROFESSIONAL OFFICE
- V VISITOR SERVING COMMERCIAL
- A AUTOMOBILE SALES & SERVICE
- H HEAVY COMMERCIAL

**PUBLIC & SEMI-PUBLIC**

- RECREATION PARKS, OPEN SPACE\*
- S SCHOOLS
- G GOVERNMENTAL FACILITIES
- U UTILITIES
- SI SEMI-PUBLIC INSTITUTIONAL\*\*

**CIRCULATION**

- AR ARTERIAL
- COLLECTOR
- TRANSPORTATION CORRIDOR

**STA SPECIAL TREATMENT AREAS**

\*CIRCULATORY SYMBOLS INDICATE GENERAL LOCATIONS ONLY.  
\*\*ONLY LAND USE FACILITIES SHOWN IN RESIDENTIAL AREA'S

**CITY OF  
SEASIDE,  
CALIFORNIA**

**GENERAL  
PLAN  
REVISION  
PROGRAM  
1978-80**



DUNCAN & JONES

CITY OF  
SEASIDE,  
CALIFORNIA



Scale  
Updated August 1988

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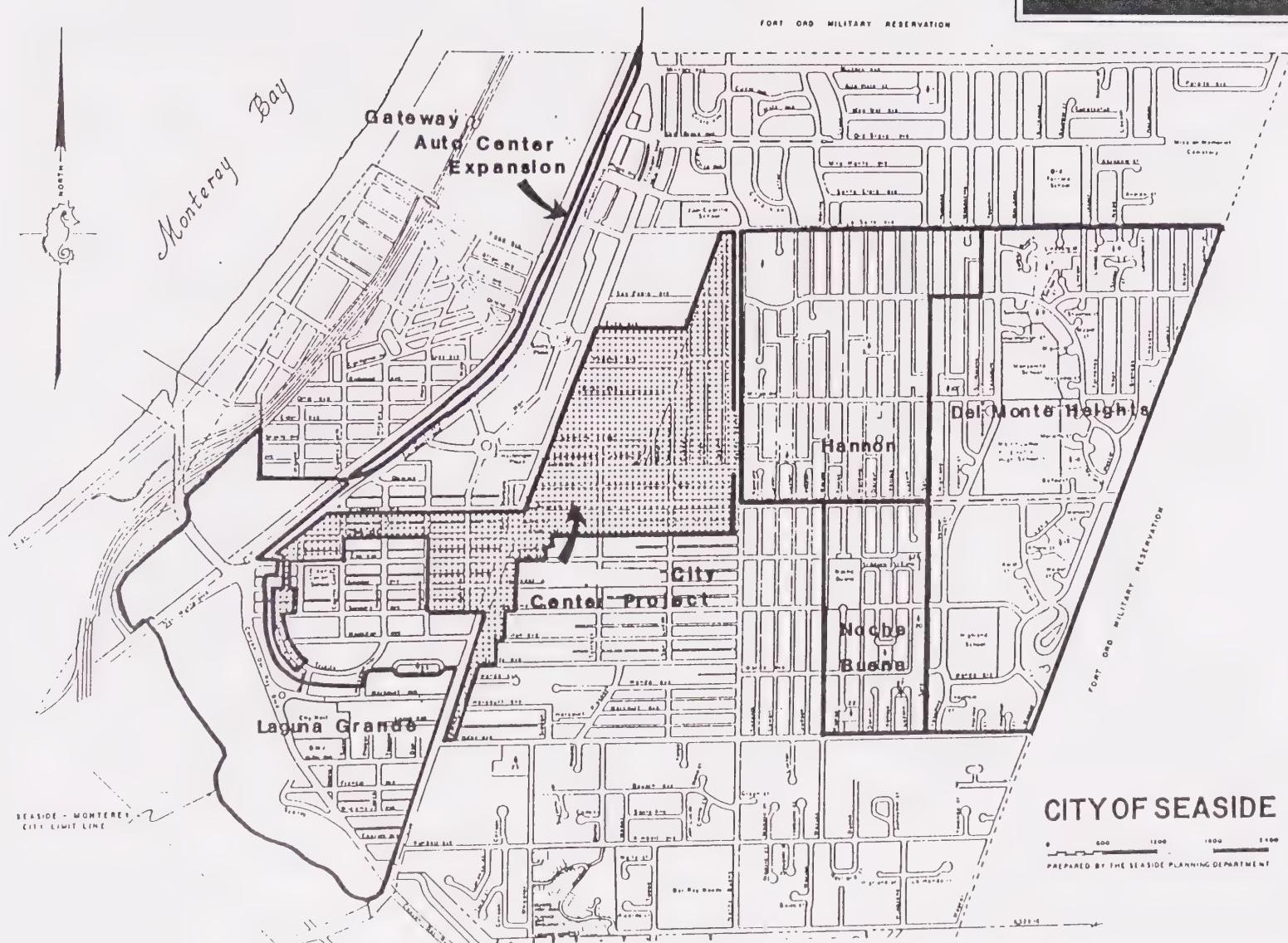
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**FIGURE 1.4  
REDEVELOPMENT  
PROJECT AREAS**



In 1970, the Laguna Grande Project was adopted to foster commercial and residential revitalization in the Canyon Del Rey corridor between Highway 1 and Fremont. This project has led directly to the development of the Laguna Grande Shopping Center (K-Mart, H&H) and Days Inn, and the proposed development of the Laguna Grande Hotel.

In 1989, the City approved the Gateway Autocenter Expansion Area Redevelopment Project, generally between Del Monte Boulevard and the Southern Pacific Railroad northerly of Contra Costa Street. The purpose of the project was to attract additional new auto dealerships and related uses complementing and expanding the existing Gateway Autocenter.

Recently, a land use plan was prepared by the Lower Broadway Task Force, which focused on that area of Broadway between Del Monte and Fremont extending from Olympia on the north to Palm on the south. Proposals include a farmers market, offices, mixed use retail, a transportation center, and parking for the expanded uses. The plan proposed to reduce that section of Broadway Avenue from four to two lanes with diagonal parking, planter areas and special intersection treatment. Based upon recommendations by the Lower Broadway Task Force, the City recently established the "City Center Revitalization Project."

In November 1991, the Redevelopment Agency designated that portion of Fort Ord that is within the city limits as a Redevelopment Survey Area.

### **Regional Planning**

Numerous state, regional and local governmental agencies are involved in planning and land use decisions in the City of Seaside. Following is a description of the major agencies and their purposes and responsibilities:

- Association of Monterey Bay Area Governments (AMBAG): AMBAG is a voluntary council of governments which was created under the Joint Exercise of Powers Act (Government Code Sec. 6500 et seq.). It is an association of the 14 cities and 2 counties in the Monterey Bay region (Monterey and Santa Cruz Counties) and was formed in 1968 to carry out a range of planning programs affecting land use, housing, transportation, and air and water quality, as well as to serve as a general forum for discussing and making recommendations on issues of regional significance. AMBAG also acts as a clearinghouse for federal funds allocated to carry out these responsibilities.

coordinate planning at the state, regional and local level to provide for orderly development of air transportation; and to review the plans and other actions of local agencies and airport operators to ensure compliance with the plan.

- Monterey County Local Agency Formation Commission (LAFCO): LAFCO operates pursuant to the Cortese-Knox Local Government Reorganization Act of 1985, commencing with Government Code Section 56425. LAFCO has responsibility for reviewing proposals involving changes in cities and special districts, adopting spheres of influence, and recommending special studies on government structure. Such studies shall include, but not be limited to, inventory of such agencies and determining their maximum service area and service capacities.

The LAFCO Sphere of Influence for the City of Seaside is presently coterminous with the city limits and is shown on Figure 1.5: LAFCO Sphere Of Influence (page 13). According to the 1988 Monterey County Inventory of Local Agencies, this constitutes a "status quo sphere of influence." Agencies are assigned a status quo sphere when the local agency is presently providing its services over the optimum area and the future demand for the service will not expand beyond the present boundaries of that agency. Currently, the City has two new Sphere Of Influence applications pending with LAFCO relating to Fort Ord.

- The Seaside County Sanitation District: The district provides sewage collection facilities for the cities of Seaside, Sand City and Del Rey Oaks. The Seaside City staff is staff for the district and provides planning and maintenance service. Sewage from within the district is collected at the old treatment plant in Sand City and pumped to the new MRWPCA plant.

## 1.1 LAND USE POLICIES

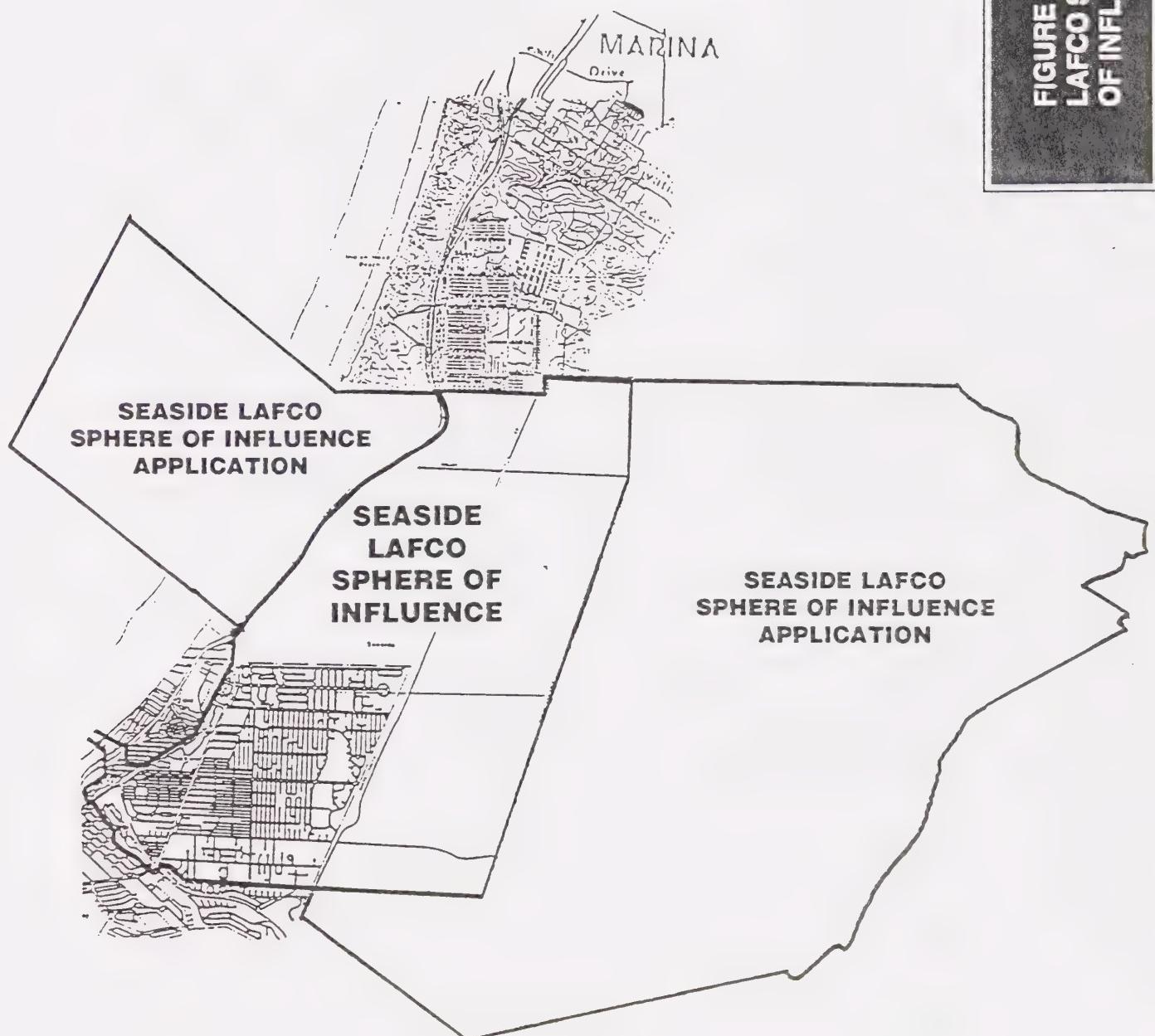
### 1.1.1 DEVELOPABLE LAND

#### 1.1.1a Developable Vacant Land

**Issue:** Less than 3% of Seaside "proper" (defined as that portion of Seaside that is outside of Fort Ord) is developable vacant land.

**Goal:** Encourage the annexation of developable vacant land into Seaside when feasible.

**FIGURE 1.5  
LAFCO SPHERE  
OF INFLUENCE**



### 1.1.3c Residential Density - Transitional Residential Areas

**Issue:** A number of older, low density residential areas exist next to, and are impacted by, emerging commercial areas. These residential areas provide an opportunity for absorbing residential demand while providing a needed transition between the commercial uses and the low density residential neighborhoods through redevelopment as appropriately designed, moderate and high density residential areas.

**Goal:** Increase the potential for residential development by establishing higher density regulations on older, low density residential areas that abut emerging commercial areas. These areas should perform the secondary function of acting as land use transitions between the commercial areas and the low density housing areas that are retained.

**Land Use Policy 6 - Residential Density/Transitional Areas:** Identify older, low density residential areas that are impacted by abutting commercial development and designate them for higher density residential use thereby increasing the gross housing stock potential of Seaside and providing transitional buffers between the commercial and the retained low density residential areas. Wherever appropriate, encourage the Redevelopment Agency to facilitate the conversion to high density residential.

### 1.1.3d Residential Diversity

**Issue:** In its Regional Housing Needs Plan, AMBAG observes that Seaside is currently providing more than its fair share of Monterey County's very low/low income residential units. That Plan also stipulates that Seaside's market demand for 454 new housing units by 1996 should be met by the development of moderate/above moderate income units in order to balance and diversify the City's housing stock.

**Goal:** Balance and diversify Seaside's housing stock in conformance with the AMBAG Regional Housing Needs Plan.

**Land Use Policy 7 - Residential Diversity:** To the extent possible, motivate the development of moderate/above moderate residential units thereby balancing and adding diversity to Seaside's housing stock. Particular note should be made of this policy in the designation of any portion of the Fort Ord Military Reservation for residential use.

## 1.1.4 COMMERCIAL LAND USE

### 1.1.4a Developable Vacant Commercial Land

**Issue:** The general lack of developable vacant land addressed in section 1.1.1a is directly related to the specific lack of developable vacant commercial sites in the Seaside proper. Only 1.3% (23.12 acres) of Seaside outside of Fort Ord is developable vacant commercial land available to meet market demand and provide the revenue generation necessary to support the City's financial needs.

**Goal:** Encourage the annexation of developable vacant commercial land into Seaside when feasible.

**Land Use Policy 8 - Developable Vacant Commercial Land:** Identify existing opportunities for, and pursue the annexation of, developable vacant commercial land parcels into the City of Seaside.

### 1.1.4b Neighboring Commercial Development

**Issue:** Because of its geographical location, the City of Seaside provides critical access and other services for commercial developments in neighboring jurisdictions that might have been constructed in Seaside had developable commercial land been available within the city limits. With one notable exception, these developments provide no revenue for Seaside even though their marketability is, in large part, dependent upon Seaside's population base and disposable income.

**Goal:** Pursue cooperative ventures with neighboring jurisdictions to provide Seaside with an equitable share of revenues from neighboring commercial developments that are functionally dependent upon Seaside's infrastructure (streets, sewers, etc.) and economically dependent upon Seaside's population base for project feasibility.

**Land Use Policy 9 - Neighboring Commercial Development:** (1) Pursue the use of the landmark Seaside/Sand City revenue sharing agreement technique in instances where Seaside's infrastructure is a key ingredient to the success of developments in neighboring jurisdictions; and (2) specifically exploit the market benefits that Sand City's new Sand Dollar Shopping Center bestows upon the abutting stretch of Del Monte Boulevard in Seaside.

### 1.1.4c Intensification - Unification of Existing Commercial Areas

**Issue:** Some of Seaside's existing commercial areas are not currently developed at a level of intensity that takes full advantage of the available infrastructure. Included in this category is the Echo Avenue area with its oversized street that wastes potentially developable commercial land as street right-of-way and inhibits the development of a unified, pedestrian oriented, commercial center by acting as a pedestrian barrier.

**Goal:** Where appropriate, unify existing commercial areas into more intense, pedestrian oriented, shopping complexes that absorb unmet demand for commercial development.

**Land Use Policy 10 - Intensification/Unification of Existing Commercial Areas:** Implement the modification of existing low intensity commercial areas with appropriate physical amenities and infrastructure into higher density, pedestrian oriented, commercial complexes.

### 1.1.5 CENTRAL BUSINESS DISTRICT

#### 1.1.5a Lower Broadway - Central Business District

**Issue:** The stretch of Broadway between Fremont and Del Monte, commonly referred to as "lower" Broadway, is designated by the 1980 GENERAL PLAN and the supporting Zoning Ordinance as the City's "primary retail area." However, this area has never physically attained its potential as Seaside's central business district due to such physical limitations as poor lot configurations, existing low intensity and undiversified development, and bifurcation by a major street (Broadway). It also suffers from lack of synergistic connections to the autocenter, the K-Mart anchored highway commercial area and the emerging visitor serving commercial area in the vicinity of Laguna Grande and Roberts Lake. Lastly, it suffers from a psychologically remote connection to the major freeway access at Canyon del Rey.

**Goal:** Establish the lower Broadway area as Seaside's Central Business District (CBD).

**Land Use Policy 11 - Lower Broadway/Central Business District:** Establish that section of Broadway between Fremont and Del Monte, commonly known as "lower" Broadway, as the foundation of a comprehensive Central

Business District extending from lower Broadway south to Canyon Del Rey and Harcourt between Fremont and Del Monte by (1) intensifying and diversifying the land uses allowed, (2) reconfiguring the existing commercial sites into viable CBD parcels through the use of the City Center Revitalization Project, (3) providing a direct linkage to the autocenter and, (4) providing positive links to the Canyon del Rey freeway interchange, the K-Mart highway commercial area and the emerging Laguna Grande/Roberts Lake/beachfront visitor serving commercial area.

### **1.1.6 VISITOR SERVING COMMERCIAL LAND USE**

#### **1.1.6a Laguna Grande - Roberts Lake**

**Issue:** Seaside is currently in the process of offsetting the vulnerability of having a single primary revenue generation and employment source (auto sales) by establishing a major visitor serving commercial area in the vicinity of Laguna Grande and Roberts Lake.

**Goal:** Motivate the continued expansion of the Laguna Grande and Roberts Lake visitor serving commercial complex.

**Land Use Policy 12 - Laguna Grande/Roberts Lake:** Intensify and expand the visitor serving commercial complex around Laguna Grande and Roberts Lake.

## **1.2 LAND USE**

The fold-out exhibit 1990 Land Use on the following page shows the land uses in Seaside proper at the time the EXISTING DATA REPORT was completed. The Land Use Changes Map on page 21 (Figure 1.6) depicts the major land use changes instituted by this GENERAL PLAN in response to the policy statements outlined previously in the Land Use element. These changes are described as follows.

### **1.2.1 RESIDENTIAL INTENSIFICATION**

Residential intensification to high density is designated for two general areas including: (1) the existing low and medium density residential areas behind the

commercial frontage on the east side of Fremont Boulevard and (2) the existing low and medium density residential area roughly bounded on the east by the commercial frontage on the west side of Fremont Boulevard, on the south by the alley between Williams and Charles Avenues, on the west by Canyon Del Rey Boulevard and the Civic Center and on the north by Harcourt Avenue. This residential intensification responds to Land Use Policies 2, 5 and 6.

### **1.2.2 COMMERCIAL INTENSIFICATION**

Commercial intensification is specified for: (1) several small commercial infill areas on the east frontage of Fremont Boulevard including the Echo Avenue area which is of particular importance because of the overly wide right-of-way, all or part of which should be assembled with small commercial parcels into larger development sites, (2) the triangle bounded by Fremont and Canyon Del Rey Boulevards and the alley between Williams and Charles Avenues and (3) the general area behind the Laguna Grande (K-Mart) shopping center. In addition, the existing commercial frontage on the east side of Fremont Boulevard between San Pablo and La Salle Avenues has developed out of context with its Shopping Center commercial zoning and the existing parcelization does not lend itself to that classification. This area should be reclassified appropriately, perhaps to General Commercial. The Fremont Boulevard frontage between Phoenix Avenue and the alley north of Broadway should be reclassified similarly. This commercial intensification responds to Land Use Policies 2 and 10 as well as Economic Development Policy 3.

### **1.2.3 NORTHERN LIMIT OF AUTOCENTER EXPANSION AREA**

In order to exploit the commercial traffic going from Del Monte Boulevard to the Tioga Avenue approach to the COSTCO in Sand City, the existing auto-center zoning on the west side of Del Monte from Fremont Boulevard south to the Granite yard should be reclassified to General Commercial zoning. This reclassification responds to Land Use Policy 9 while still leaving enough developable land south of the newly zoned area to accommodate additional Autocenter expansion in conformance with Economic Development Policy 5.

### **1.2.4 NEW URBAN CORE**

A new, intense, mixed use Central Business District (CBD) or "urban core" is designated to occupy the area from Broadway on the north, Fremont Boulevard on the east, Harcourt Avenue on the south and Del Monte and Canyon Del Rey Boulevards on the west. It is recognized that this large area probably will not have market support as one large development and, given the com-

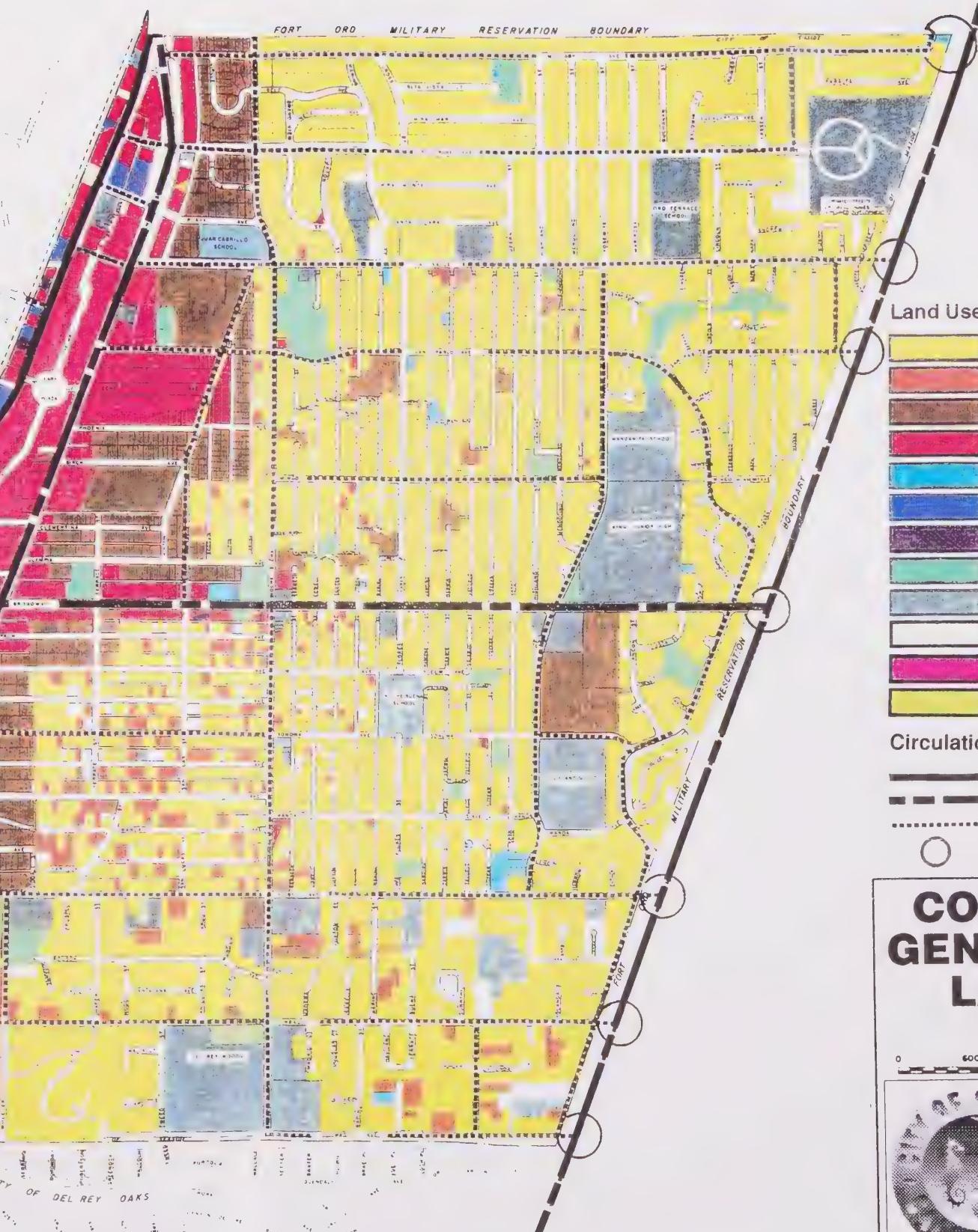
### KEY MAP

Fort Ord

City Limits

Planning Area

Monterey Bay

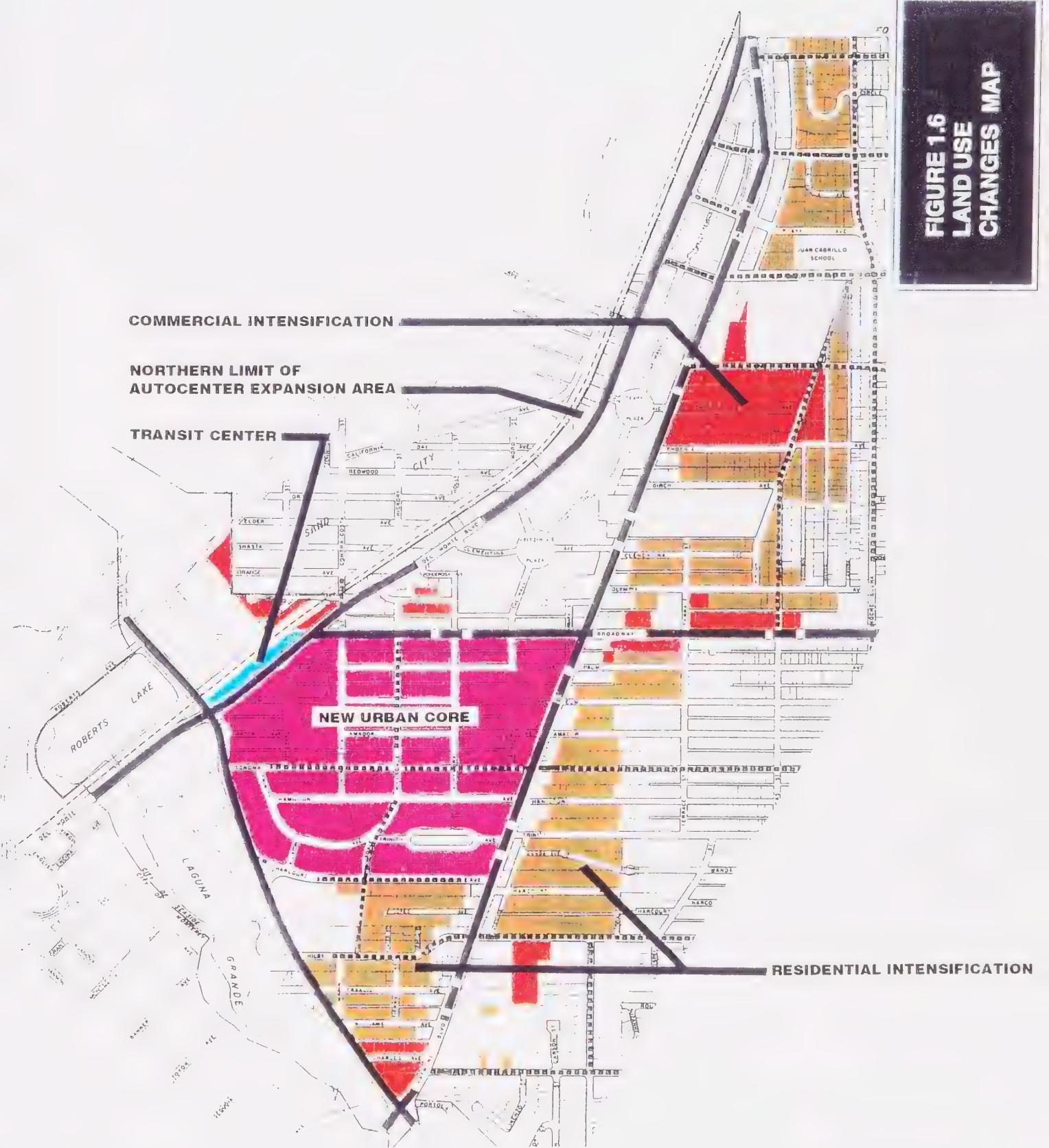


# CONCEPTUAL GENERAL PLAN LAND USE MAP





**FIGURE 1.6  
LAND USE  
CHANGES MAP**



plexity of the existing ownership and population patterns in the area, should not be considered as a single project. Indeed, in order to accomplish the diversity that is appropriate to a CBD, a progression of individual, well conceived and coordinated projects will likely achieve the desired goal more readily. The development of the area is planned to be physically linked to the emerging visitor serving commercial area in the Laguna Grande/Roberts Lake area, the Laguna Grande (K-Mart) commercial complex and the Gateway Autocenter for maximum commercial synergy.

So that the entire area is not impacted with new CBD zoning giving impetus to scattered projects, it is appropriate that a form of "time release" zoning be adopted. Under this concept the area between Broadway and Elm (including all portions of the Civic Center Redevelopment Plan within the area) could be rezoned first. All other properties in the area would be left as they are currently zoned until such time as the rezoned area is substantially developed. Only then would the CBD zoning be extended south in relationship to the market demand existing at that time (say to Sonoma Avenue). The process will continue in relationship to demand until the entire CBD is developed appropriately. The new CBD zoning is to encourage a mixture of intensive uses more akin to a village center than to a shopping center. Some high rise structures are to be allowed for variety and public pedestrian spaces and plazas are to be required. This reclassification is in conformance with Land Use Policies 2, 10, 11 and Economic Development Policies 4 and 6.

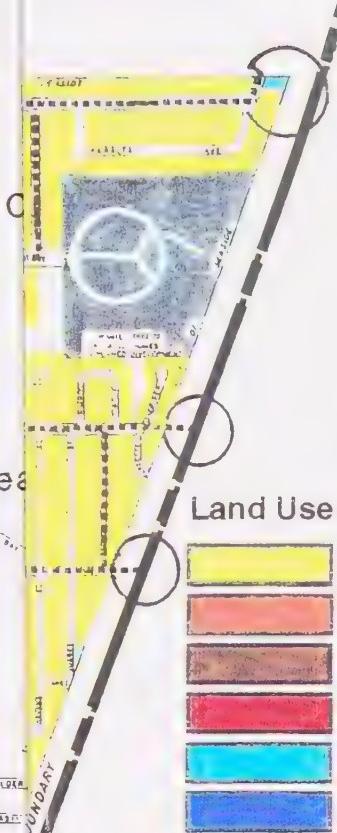
The final General Plan Land Use Map follows. 

## KEY MAP

Fort Ord

Planning Area

Monterey Bay



## **LEGEND**

### **Land Use**

- [Yellow Box] Low Density Residential (Single Family)
- [Red Box] Med. Density Residential (Duplex - Triplex)
- [Dark Red Box] High Density Residential (4 or more units)
- [Dark Blue Box] Retail Commercial
- [Light Blue Box] Transportation, Utilities, Communications
- [Dark Purple Box] Industrial and related uses
- [Medium Purple Box] Wholesale and related uses
- [Teal Box] Public Buildings and Open Space
- [Grey Box] Institutional
- [White Box] Vacant Land
- [Pink Box] Central Business District
- [Yellow Box] Visitor Serving Commercial

### **Circulation**

- Principal Arterial ("other")
- Minor Arterial
- Collector

Location of North - South Road connection

# **CONCEPTUAL GENERAL PLAN LAND USE MAP**



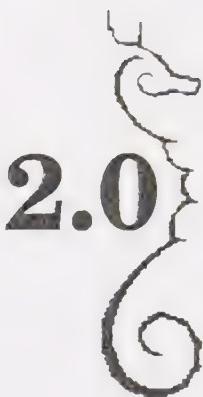
**CITY OF SEASIDE  
CALIFORNIA  
GENERAL PLAN UPDATE PROGRAM**

CONSULTANT TEAM  
D'Amico & Associates, Incorporated  
Land Use Associates  
Goldfarb and Lipman  
Licolardello and Associates  
TJKM





# 2.0



## ECONOMIC DEVELOPMENT

The Economic Development element of the GENERAL PLAN reviews Seaside's existing economic condition and options and presents a unified set of economic issues, goals and policies. In order to effectively guide the growth of Seaside's economy, the Economic Development element must recognize the role of short-term opportunities in the creation and execution of Seaside's long-term economic development objectives. It must also be cognizant of the fact that the economic development of Seaside is intensely affected by regional market forces because of the City's position as an integral part of the Monterey Peninsula regional economic complex.

### 2.0.1 ECONOMIC PROFILE

The growth of Seaside during the last decade has, in some categories, not kept pace with average inflation rates. An overview of economic index performance is shown on Table 2.1.

It is possible for a community to enjoy economic stability without growth and expansion. The effect of Proposition 13, however, is felt most directly by

communities that have both limited new development and low property turnover rates since, in such cases, the assessed valuation of property does not keep pace with market values (or inflation rate). In order for a community to maintain a stable economy under those circumstances

its share of retail sales tax revenues, as the next most important source of public sector revenues, must remain healthy to compensate for languid property tax revenues. Since the development expansion of Seaside "proper" (defined as that

**Table 2.1**  
**Recent Economic Performance Indices For Seaside**

	1990	1991	1992
Population	38,900	39,800	40,000
Taxable Sales (\$M)	242.1	246.2	254.0
Per Capita Taxable Sales (\$000)	6.22	6.19	6.35
Total Sales and Use Tax (\$M)	2.61	2.45	2.55
New Commercial Construction (\$M)	1.10	1.20	0.69
New Industrial Construction (\$M)	0	0	0
Total New Construction (\$M)	4.95	5.30	4.27
Median Household Income (\$)	28,655		

Source: Licciardello and Associates

portion of Seaside that is outside of Fort Ord) is inhibited by the fact that it is virtually built-out it is important that the creation of new opportunities for the enhancement of the retail sector be one of the City's major goals in order to maximize its ability to provide adequate services and expand the quality of life for its citizenry.

The aforementioned economic development limitation is evidenced by the fact that only 53 acres, or about 3% of Seaside proper's 1,722 total acres, are vacant and developable. Much of the existing development is older and often represents an opportunity for intensification and/or upgrading. On the other hand, the Fort Ord portion of Seaside now presents a major opportunity for significant new retail and housing development.

The following key issues will influence Seaside's ability to be successful at short and long-term economic development:

### **Water Supply**

Constrained water supply is likely to be a major factor in local and regional growth for the foreseeable future. While there may be some long-term relief available, current economic development planning must assume that water availability will remain at approximately the same level as at present. Continued water conservation and the development of new water sources are necessary to make additional water available for development.

The impact of water constraints on overall economic development of Seaside, while significant in the short-term, is not expected to be the primary limiting factor in the long-term. The redevelopment process provides significant latitude for the growth of both commercial and upgraded residential development in a major portion of Seaside proper. Remaining water allocations can be used to serve these projects, and to support the development of currently vacant parcels.

### **Vacant Land Availability**

As stated above, a survey of vacant parcels in Seaside proper indicates that there are approximately 53 acres of vacant land remaining, from a total of 1,722 acres. Of these, approximately 25 acres are designated for residential uses, and 28 acres for nonresidential uses. It is apparent that growth in greater Seaside must involve the recycling of existing land uses and the development of Fort Ord.

An annual growth rate of only 1% in population, for example, would require approximately 16 acres of new land. Further, since the vacant sites available in

Seaside proper are in small parcels, the aggregation of larger parcels will involve the recycling of existing uses. The existing 28 acres of vacant non-residential land includes the Embassy Suites hotel site which absorbs six acres, and the two 2 acre visitor serving commercial redevelopment sites (one south of Day's Inn and one east of Embassy Suites). Together they jointly absorb approximately 10 acres. The balance of 18 acres of vacant non-residential sites are mostly in parcels that are smaller than 1/2 acre.

### **Market Value of Existing Sites**

Effective economic development requires that there be a balance between the market value of land and the economic value of the resulting development product. Currently, in Seaside proper, older commercial properties appear to be priced at levels reflecting the market value of new commercial developments. This disparity makes it difficult to aggregate and upgrade many areas unless done through the redevelopment process.

Lacking a positive land value to development value ratio, income properties become difficult to finance. Current retail and office space rents do not support the inflated prices of buildings, which limits the ability to aggregate and upgrade these commercial spaces. If this condition continues, effective economic development will occur primarily through the redevelopment process, and mainly on uses that increase the intensity of development. To a lesser extent, residential properties seem to be in the same position.

### **Fort Ord**

Fort Ord has clearly been a major contributor to the economy of Seaside. With approximately 16,000 military Seaside residents attached to the base, their spending power was a major portion of State subventions to Seaside and the retail sales base.

The downsizing of Fort Ord will have impacts in all phases of Seaside development. In the longer run, however, the developable land gained by the City of Seaside will provide some critically needed room to grow. The process of downsizing will take place over a range of years, and includes some major land reclamation considerations. Complete downsizing, including the approval and implementation of the base reuse plan, will continue for a number of years.

The economic development plan pursued by Seaside in the near-term should not be affected by the status of Fort Ord. It should focus on the development and redevelopment of Seaside proper and the short-term

objectives should remain:

- Expansion of the retail sales base and diversification of the economy
- Strengthening and expanding the redevelopment process
- Targeting of the visitor serving and service commercial market segments
- Encouragement of local serving retail uses

## **Redevelopment and Other Tax Sharing Agreements**

Seaside will continue to depend on favorable redevelopment agreements to support economic development. Tax increment financing will be the most significant form of financing available to support growth, and it is essential that the pass-through revenue sharing agreements to both the County and special districts be equitable.

In a real sense, Seaside is, at present, a bedroom community, providing retail spending and a work force for adjacent communities. Consequently, new commercial, R&D (research and development) and/or industrial development, should be pursued, thereby increasing job formation. Such action will enhance the service support sectors, such as restaurants, apparel stores, and drug stores, because of the normal job multiplier that operates on new employment.

### **Unbalanced Retail Sales Base**

Recent taxable sales in Seaside were reported by the State Board of Equalization as shown on insert.

		Taxable Sales In Seaside
1988		\$227,732,000
1989		\$227,574,000
1990		\$242,107,000
1991		\$246,158,000
1992		\$254,017,000

This rate of growth is near the rate of inflation, indicating that retail sales expenditures in real dollars are not increasing. Interestingly, however, the per capita sales are above the State average when the former Fort Ord residents are excluded.

**Table 2.2**  
**Distribution Of 1992 Retail Sales By Category -**  
**City Of Seaside**

	Permits	Taxable Sales (\$000)	%
Apparel	12	2,426	0.1
General Merchandise	3	n/a	n/a
Drug Stores	1	n/a	n/a
Food Stores	24	5,981	2.4
Package Liquor Stores	6	2,829	1.1
Eating/Drinking Places	55	18,100	7.1
Home Furnishings/Appliances	23	7,326	2.9
Building materials/farm implements	7	20,928	8.2
Auto dealers/supplies	36	138,279	55.4
Service Stations	7	10,153	4.0
Other retail	56	27,728	10.9
All others	294	19,871	7.8
<b>Total</b>	524	253,621	

Source: State Board of Equalization

The issue illustrated by the taxable sales data, however, is the distribution of sales tax revenues, by category, of retail product, shown on Table 2.2. The dominance of auto related sales is apparent, and has been the basis of Seaside's commercial economy for some

time. The sales dollars in this category have increased steadily, but have not increased faster than the inflation rate. While the auto related product sector is lucrative, and should be expanded, there is significant room to encourage the other retail sectors to expand.

The automobile industry is classically cyclic. Sales tax revenues to Seaside will be affected by these business cycles, and since automotive sales are such a large portion of the total sales tax base, these cycles could have a significant effect on total general fund revenues. The Seaside automotive sector is composed of multiple dealerships and support services and is, therefore, somewhat insulated from poor economic performance of any one manufacturer. The small variations experienced in taxable sales for this sector in recent years illustrate the overall leveling nature of the autocenter concept (Table 2.3).

The following Table 2.4 shows the City of Seaside's actual revenues, expenditures and transient tax revenues for Fiscal Years 1990-91 and 1991-92.

**Table 2.3 Seaside Automotive Taxable Sales**

	Automotive	Total Taxable Sales	%
1988	126,205,000	227,807,000	55.4
1989	124,870,000	219,418,000	56.9
1990	134,778,000	242,107,000	55.7
1991	138,696,000	246,158,000	56.3
1992	138,279,000	254,017,000	54.4

Source: State Board of Equalization

**Table 2.4  
City Revenues And Expenditures**

REVENUES	F.Y. 1990-91	F.Y. 1991-2
Total Taxes (1)	5,858,308	6,519,438
Licenses and permits	94,422	115,080
Charges for services	308,293	410,145
Fines and forfeitures	38,700	42,405
Other agencies	1,272,759	1,251,641
Miscellaneous other	400,167	1,340,935
RACS - repay Gateway	0	31,250
<b>Total General Fund Revenues</b>	<b>7,972,649</b>	<b>9,710,894</b>
Restricted funds	1,807,505	1,893,525
<b>Grand Total All Revenues</b>	<b>9,780,154</b>	<b>11,604,419</b>
EXPENDITURES		
Total department expenditures	10,904,227	11,040,380
Other General Fund	799,203	200,000
<b>Total Expenditures</b>	<b>11,703,430</b>	<b>11,240,380</b>
(1) Transit Occupancy Tax included in Total Taxes	394,298	432,350

## **2.1 ECONOMIC DEVELOPMENT POLICIES**

### **2.1.1 BASIC STRATEGY**

#### **2.1.1a Balanced Economy/Governmental Programs**

**Issue:** Although local governmental programs, such as redevelopment, have resulted in significant economic advances for Seaside since its incorporation, the City has not yet been fully successful in creating a balanced local economy. Indeed, data presented in Bruce Lord's 1990 economic study indicates that general local economic growth has been flat since 1984 and, that prior to that date, the overall economic growth was largely tied to the auto related market that was so successfully exploited by the Monterey Peninsula Autocenter created by the Gateway Urban Renewal Plan. Major additional opportunities exist to diversify Seaside's economy through the development of regionally oriented commercial and visitor serving facilities.

**Goal:** Continue the efforts to establish a balanced local economy for the City through joint public/private efforts.

**Economic Development Policy 1 - Balanced Economy/Governmental Programs:** A balanced local economy is a primary priority. Continue to aggressively use governmental programs (e.g. redevelopment) and processes as tools toward that end.

#### **2.1.1b Regional Role/Image**

**Issue:** Three major limits to attaining a balanced economy in Seaside are: (1) the competitive advantage that existing developments in neighboring jurisdictions maintain by virtue of their prior establishment; (2) the misperceived image of Seaside as the place on the Monterey Peninsula for the location of low priority developments, as it was during the pre-incorporation era, and (3) the City's lack of a physical identity as a unique, unified, viable and coordinated entity.

**Goal:** Establish Seaside as a viable competitor in the regional economic market.

**Economic Development Policy 2 - Regional Role/Image:** (1) Establish Seaside as a viable regional competitor for economic development by creating a coordinated program for providing superior, private development supporting,

public improvements; (2) reinforce the City's identity as a desirable community with a demonstrated governmental record of supporting and aggressively expediting high quality public/private development efforts; (3) establish an urban design theme which enhances Seaside's image as an attractive and viable location for private investment; and (4) enhance the City's desirability for private investment by conveying Seaside's commitment to crime prevention and deterrence through the enlightened implementation of a combination of social programs, education, controlled substance abuse programs and community based policing.

### **2.1.1c Lack Of Developable Land**

**Issue:** Less than 3% of the City of Seaside proper (outside of Fort Ord) is developable.

**Goal:** Maximize site availability for development projects that will enhance and diversify Seaside's economic base.

**Economic Development Policy 3 - Lack of Developable Land:** Exploit the development potential of sites that: (1) are candidates for annexation into the City; (2) are underdeveloped with the potential for intensified commercial redevelopment; and (3) become available through the resizing of Fort Ord.

### **2.1.2 SPECIFIC MARKET SEGMENTS**

#### **2.1.2a Visitor Serving Commercial**

**Issue:** Although Seaside shares the amenities attractive to visitors to the Monterey Peninsula area and a new visitor serving complex is emerging in the Laguna Grande/Roberts Lake area, the City has not yet succeeded in capturing its fair share of the regional tourist market.

**Goal:** Capture Seaside's share of the regional tourist market.

**Economic Development Policy 4 - Visitor Serving Commercial:** (1) Continue to implement the emerging, high visibility and high quality, Laguna Grande/Roberts Lake visitor serving commercial complex, (2) pursue the physical integration of the Laguna Grande/Roberts Lake complex with the existing Laguna Grande (K-Mart) shopping center and the proposed Central Business District anchored by lower Broadway for maximum economic synergy.

### 2.1.2b Auto Sales

**Issue:** Although the existing Autocenter has been expanded along Del Monte Boulevard, the City's auto sales sector, which has been the mainstay of Seaside's economy for over twenty years, has begun to show signs of market weakness. A consensus of the auto dealers in the autocenter attributes this weakness partially to the fact that the 25 year old autocenter is in need of remodeling to accommodate current auto sales and dealership administration requirements.

**Goal:** Protect and enhance the critical auto sales sector of Seaside's economy.

**Economic Development Policy 5 - Auto Sales:** (1) Continue the expansion of the Autocenter along Del Monte Boulevard; (2) facilitate the implementation of appropriate modifications to the original Autocenter complex; and (3) pursue the physical integration of the autocenter with the proposed Central Business District, anchored by lower Broadway, in order to create maximum economic synergy between the areas.

### 2.1.2c Commercial/Central Business District

**Issue:** Although the City of Seaside has been in the process of enlarging its share of the regional commercial/retail market, it has not yet captured its fair share of that market (estimated at 10-15,000 square feet per year by the Lord report). This is due to the fact that no definable Central Business District exists and large scale commercial centers in neighboring jurisdictions have been competing successfully with Seaside's Fremont Boulevard and Broadway Avenue strip commercial areas. Additionally, the lack of some community serving commercial facilities, such as a supermarket, forces Seaside residents to purchase necessities in neighboring communities.

**Goal:** Maximize Seaside's share of the regional and local commercial/retail markets.

**Economic Development Policy 6 - Commercial/Central Business District:** (1) Implement the development of an economically integrated and comprehensive Central Business District between lower Broadway, Fremont, Del Monte, Canyon Del Rey and Harcourt with physical links to the emerging visitor serving commercial area around the Laguna Grande/Roberts Lake area, the Laguna Grande (K-Mart) commercial complex to the southwest and the Gateway Autocenter to the north; (2) intensify the Fremont Boulevard strip as a combined regional service and community commercial area including a supermarket; (3) exploit the unique economic development potential inherent in the Echo Avenue area because of its unusually wide right-of-way and the area of Del Monte Boulevard that abuts the new Sand Dollar Shopping Center in Sand City, and (4) continue the existing Red Alert business retention program.

The Redevelopment Agency should be the prime coordinator and facilitator for the implementation of these activities.

### 2.1.3 EMPLOYMENT

#### 2.1.3a Job Training/Education

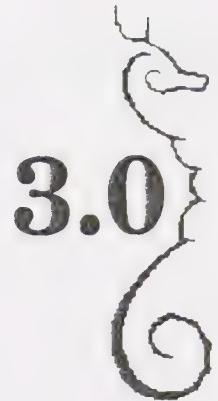
**Issue:** Seaside experiences an average unemployment rate of approximately 7.5% which is higher than either the county or the state. In order to reduce this rate it will be necessary to enhance the job skills of the City's working and unemployed citizens enabling them to take advantage of the projected increases in the local retail and service commercial job markets.

**Goal:** Create programs that enable Seaside's business leaders to develop and/or upgrade the business skills of Seaside's working and unemployed citizens.

**Economic Development Policy 7 - Job Training/Education:** (1) Expand Seaside's technical assistance programs; (2) establish and maintain a small business employment resource center; (3) encourage local employer operated employee training programs; and (4) coordinate local employer job training programs with community backed employment programs provided by local educational organizations such as Monterey Peninsula College, Monterey Institute of International Studies, and Monterey Peninsula Unified School District. ♦



# 3.0



## CIRCULATION

The Circulation element of this GENERAL PLAN defines Seaside's long term vision for a comprehensive circulation network for the movement of people, goods and vehicles within and through the City.

Included in the circulation network are roadways, public transit systems (bus, air and rail), bikeways, pedestrian trails and the parking and transit facilities necessary to support them. A close cause and effect relationship exists between a community's circulation network and its land use plan. In a well planned community, this relationship is the result of a planning approach where neither land use nor circulation dominates the process.

### 3.0.1 CIRCULATION PROFILE

The City of Seaside is served by a system of highways and surface streets which connect the City to the Monterey Peninsula and other regional circulation systems. The efficiency within which a roadway operates in urban areas can

best be measured by the Level of Service (LOS) at intersections. Table 3.1 provides Level of Service definitions.

**Table 3.1**  
**Level Of Service At Intersections**

LOS	Volume-To-Capacity Ratio
"A" Stable flow; slight or no delay	0.00 - 0.60
"B" Stable flow; slight delays	0.61 - 0.70
"C" Stable flow; acceptable delays	0.71 - 0.80
"D" Approaching unstable flow; tolerable delays	0.81 - 0.90
"E" Unstable flow; intolerable delays	0.91 - 1.00
"F" Forced flow; excessive delay	1.01+

Source: Transportation Research Board, 1985

Within smaller communities, an LOS "C" is considered a realistic goal for the operation of the road system. Within

larger urban areas, an LOS "D" is generally considered acceptable. The operational characteristics of urban roadways with given geometrics can be expressed in terms of the Level of Service as shown on Table 3.2 (page 2).

**Table 3.2**  
**Daily Traffic Volume Criteria For LOS**

Urban Streets	LOS "C" ADT <sup>(1)</sup>	LOS "D" ADT <sup>(1)</sup>	LOS "E/F" ADT <sup>(1)</sup>
Two lane	12,000	13,500	15,000
Four lane	24,000	27,000	30,000
Six lane	36,000	40,500	45,000
<b>Freeway</b>			
Four lane	62,000	74,000	80,000
Six lane	94,000	112,000	120,000
Eight lane	125,000	149,000	160,000

(1) Average Daily Traffic

Source: TJKM Transportation Consultants

## Streets And Highways

The State highway system is operated and maintained by Caltrans and consists of several different types of facilities including two and four lane surface highways, four lane expressways, and four to six lane freeways.

Major links in the State highway system which directly affect Seaside are:

**Highway 1:** Highway 1 generally runs the length of the California coast and directly serves Seaside/Sand City with a four lane facility with interchanges at Fremont and Canyon Del Rey. North of the Fremont interchange, Highway 1 is a six lane facility to the Marina-south exit.

Two improvements significant to Seaside are planned for Highway 1. The first is the planned construction of a four lane expressway from north of Castroville to the Santa Cruz County line. This section of highway has one of the highest traffic volumes for a two lane highway in California and usually experiences severe congestion during peak hours and weekends. Recreational traffic adds significantly to the congestion.

The second is the planned widening of Highway 1 to six lanes in portions of Seaside and Monterey. This is seen as a high priority for the City of Seaside. These sections of freeway have good traffic flows most of the time but experience moderate congestion (LOS "D") during peak hours.

**Highway 68:** This two lane facility is the main route from Salinas to Monterey and Seaside and also serves new residential development areas along its route. It is a major commuter route for persons living in the Salinas area and working on the Peninsula. Widening and improvement of Highway 68 from Monterey to Toro Park is recognized by many local residents as a needed regional highway improvement. This section is a two lane conventional highway with turning lanes at major intersections. Moderate to severe congestion (LOS "E/F") occurs during peak periods which has caused safety problems for users attempting to enter and exit. New traffic signals have been installed to address these problems.

**Highway 218:** Highway 218 (Canyon Del Rey) connects Seaside with Highway 68. This connection provides secondary access to the Monterey Peninsula Airport. Widening and improvements to Highway 218 have been identified as needed due to potential growth in the Seaside/Sand City/Laguna Seca/Del Rey Oaks corridor.

Average daily traffic counts (ADT) on regional State highways, as counted by Caltrans, are shown on Table 3.3.

**City Streets:** Surface roads within the City of Seaside are classified according to their function and physical development. There are three primary categories of surface streets which are shown on the current GENERAL PLAN and refined as to classification by the Public Works Department.

Arterials serve as the principal network for cross-town traffic flow. They connect areas of major traffic generation within the urban area and connect with important county roads and state highways. They also provide for the distribution and collection of through traffic to and from collector and local

roads serving residential and commercial areas. Arterials are most often four lanes, either with or without a center divider, developed within a 96 to 110 foot right-of-way.

**Seaside's Former Arterial Streets were:**

- Canyon Del Rey Boulevard (Highway 218)
- Fremont Boulevard (Business Route 1)
- Broadway
- Del Monte Boulevard
- North-South Road (on Fort Ord)

**Seaside's Former Collector Streets were:**

- |                                       |                |
|---------------------------------------|----------------|
| • Playa (west of Fremont)             | • Plumas       |
| • Hillsdale                           | • Hilby        |
| • Harcourt (Canyon Del Rey/Fremont)   | • Kimball      |
| • San Pablo                           | • Mescal       |
| • Sonoma (Canyon Del Rey/Noche Buena) | • Military     |
| • La Salle                            | • Ord Grove    |
| • Mingo (Noche Buena/Yosemite)        | • Highland     |
| • Tioga                               | • Hacienda     |
| • Noche Buena                         | • Nadina       |
| • Yosemite                            | • Contra Costa |
| • Wheeler (Kimball/Hilby)             |                |

NOTE: See Circulation Policy 1 for current  
Arterial and Collector street designations.

Collectors provide traffic movement between arterial and local streets, traffic movement between neighborhoods and major activity centers, and limited direct access to abutting properties. Collectors are most often two travel lanes within a 60-70 foot right-of-way.

Local streets provide direct access to abutting properties and for very localized traffic movements within residential and commercial areas. All streets which are not major designated streets (arterials and collectors) are local streets. Local streets in Seaside are most often two lanes within a 50-60 foot right-of-way.

Traffic counts in Seaside proper are shown on Figure 3.1: Existing Traffic Counts (page 5). Major streets are shown on Table 3.4 (page 4). From this, it can be seen that the carrying capacity of portions of Fremont exceed the LOS "E" capacity for a four lane roadway. Portions of Fremont and Del Monte also exceed the LOS "D" capacity for a four lane roadway. All other major streets are within the LOS "C" or better carrying capacity.

**Table 3.3**  
**Daily Traffic On State Highways**

Facility	ADT
Highway 1 @ Rte 218	56,000
Highway 218 @ E/O Fremont	18,400
Highway 68 @ Rte 218	20,000

Source: 1991 Traffic Volumes, Caltrans, June 1992

The carrying capacity of a roadway is most often determined by the Level of Service at the intersection with another major street. Existing conditions were assessed at nine study intersections within Seaside. Signals exist at seven of the study intersections while the other two are stop sign controlled.

A capacity analysis was performed using these counts to determine existing levels of service. The resulting levels of service are listed on Table 3.5.

**Table 3.4**  
**Traffic Count Data On Major Streets**

Street	AM Peak	%	PM Peak	%	24 Hour Volume
Canyon Del Rey - w/o Del Monte	1,055	4.6%	1,985	8.9%	22,867
Canyon Del Rey - e/o Fremont	494	4.4%	913	8.1%	11,220
Fremont - s/o Canyon Del Rey	1,425	4.0%	2,973	8.4%	35,242
Fremont - s/o Elm	932	3.5%	1,983	7.5%	26,406
Fremont - n/o Del Monte	1,748	6.4%	2,317	8.5%	27,212
Del Monte - s/o Canyon Del Rey	1,583	5.6%	2,419	8.6%	28,184
Del Monte - s/o La Salle	668	6.9%	940	9.7%	9,654
Broadway - w/o Fremont	607	6.0%	870	8.6%	10,164
Broadway - w/o Noche Buena	605	4.5%	1,079	8.1%	13,396
Noche Buena - s/o San Pablo	—	—	—	—	5,406

Source: Traffic Data Service, July 1990

**Table 3.5**  
**Existing PM Peak Hour Intersection Levels Of Service**

Intersection	Existing LOS
1. Fremont/Canyon Del Rey	C
2. Fremont/Kimball	B
3. Fremont/Hilby	B
4. Fremont/Broadway	C
5. Del Monte/Contra Costa	B
6. Del Monte/Broadway	C
7. Del Monte/Canyon Del Rey	C
8.a Canyon Del Rey/S.R. 1 Southbound ramps (u)	F <sup>(1)</sup>
Canyon Del Rey/S.R. 1 Southbound ramps (s)	C
8.b Canyon Del Rey/S.R. 1 Northbound ramps (u)	E <sup>(1)</sup>
Canyon Del Rey/S.R. 1 Northbound ramps (s)	B

S.R. = State Route

(1) = Meets Peak Hour Volume Warrant

(u) = Unsignalized capacity analysis (off-ramp)

(s) = Signalized capacity analysis (off-ramp)

Source: TJKM Transportation Consultants, August 1992

The seven signalized intersections are operating at acceptable levels of service during the p.m. peak hour period. Traffic on major roads moves relatively well through the area. Some delays are experienced on Canyon Del Rey, Del Monte and Fremont during the p.m. peak hours at major intersections or at intersections of local roads with the arterial and collector system.

The two unsignalized intersections are the on- and off-ramps at State Route (S.R.) 1 at Canyon Del Rey.

Both of these locations currently meet the Caltrans peak hour signal warrants. Should signals be installed at these locations, the level of service at the Canyon Del Rey/S.R. 1 southbound ramp intersection would improve to LOS "C" and the northbound ramp intersection would improve to LOS "B."

## Airports

The Seaside-Monterey area is served by Monterey Peninsula Airport, located approximately one mile south of the southerly City limits. The airport offers general aviation as well as passenger service to major airports within California.

Seaside is located within the Primary Planning Area for the airport. As such, the City comes under the influence of the Monterey County Airport Land



24-hour counts July 1990

3.0 CIRCULATION-PAGES

## **FIGURE 3.1 EXISTING TRAFFIC COUNTS**

Use Commission (ALUC) and its Comprehensive Land Use Plan for the Monterey Peninsula Airport. The City is outside the 65 CNEL (Community Noise Equivalent Level) contours of the airport and new residential and public facility land uses are generally not subject to review and approval by the ALUC. Referrals are required for towers and antennas and other uses where there is a question of compatibility (i.e., new schools, electrical interference, high intensity lighting, smoke or glare) or penetration of the imaginary surfaces.

## Transit

Monterey-Salinas Transit (MST) operates a total of 26 local and intercity public transit routes over a 110-square-mile service area including service to Watsonville, Prunedale, Moss Landing, Castroville, Salinas, Big Sur, Carmel, Marina, Seaside, Fort Ord and the greater Monterey Peninsula. MST's major capital facilities include two operations facilities (Monterey and Salinas) and two transit centers (Monterey and Salinas). MST also shares the use of Santa Cruz Metro's Watsonville transit center facility. Ridership totals about 3.6 million annually.

The City of Seaside is served by six primary routes with connections available to all destinations in the MST service area. Lines with greatest ridership in the MST service area are within Seaside.

Service connections to Amtrak are available at Salinas. Regional bus service is available at the Monterey Greyhound bus terminal. There is no terminal in Seaside.

## Rail Service

A spur track of the Southern Pacific Railroad, constructed in the 1880s, transverses the area parallel and generally 100 feet north of Del Monte Boulevard. The railroad is within a 100-foot right-of-way and is located within the cities of Sand City, Seaside and Monterey. While the right-of-way has not been abandoned, there is only one user in the City of Seaside (a warehouse distributor) and no users in Monterey. Within Monterey, most of the right-of-way is used for a recreational trail. The City of Seaside owns the right-of-way within its city limits. As a condition of sale, however, the City agreed to reserve the center 40 feet for 10 years (terminating June 29, 1999) for future transit alternatives but can use the outer 30 feet on both sides. By agreement, Seaside also maintains right of use of the westerly 30 feet of the right-of-way within the City of Sand City.

With the passage of transit and rail bond propositions in 1990, the possibility for rail service to the Peninsula is enhanced. If rail service proves infeasible, the

entire railroad right-of-way could be requested to be abandoned, freeing the corridor for alternative uses. One such proposal by the Monterey Regional Park District has been the joint development of a multi-purpose recreation trail within the rail corridor. The City of Seaside feels, however, that a trail along the beach frontage would be preferable to this alignment because it would be more scenic.

### Bicycling

Although Seaside does not yet have a formal bike route system, bicycle riding is convenient in the City given the climate, topography, and relatively low traffic levels on all but the busiest streets. There are also ties available for regional biking within the bike path created in the Caltrans right-of-way, north of Seaside.

As a substantial beginning, the City has developed a major element of a citywide bike path system as part of the Laguna Grande and Roberts Lake restoration project and supports the inclusion of a bike path in the regional recreation trail to be developed along the beachfront.

### Congestion Management Plan

Passage of Proposition 108 and 111 on the June 1990 ballot requires that each county or region with identified traffic congestion problems prepare a Congestion Management Plan (CMP) in order to qualify for transportation funds. The CMP is prepared on a county-wide basis with the County and cities forming a Congestion Management Agency. The City of Seaside has participated in the planning process and can benefit by receiving funding for transportation improvement projects.

The CMP has integrated multiple planning disciplines to minimize congestion. Measures include transit, ride sharing, cycling, and comprehensive road improvements, including signal timing. In support of this program, the City of Seaside has adopted the required Trip Reduction Ordinance.

### Official Plan Lines

The official plan line process is used by the City to plan for the specific alignment of future streets, including rights-of-way, property take requirements from adjacent properties and any abandonment of existing right-of-way. Official plan lines are referred to and implemented when development proposals are presented in the affected area, when redevelopment is proposed, or for specific capital improvement projects.

In Seaside, plan lines have been prepared primarily for segments of streets which require realignment or where a street connection is needed through an existing lot pattern.

As shown on Figure 3.2 (page 9), the following plan lines have been adopted by Seaside:

- Baker Street realignment to connect with San Lucas at Birch
- Hillsdale/Sutter alignment
- Placer/Lopez alignment
- Wanda Avenue alignment
- Plumas Avenue widening
- Development of a cul-de-sac from Kimball adjacent to Yolanda Court
- Intersection improvements along Fremont between Broadway and Canyon Del Rey to include curb returns

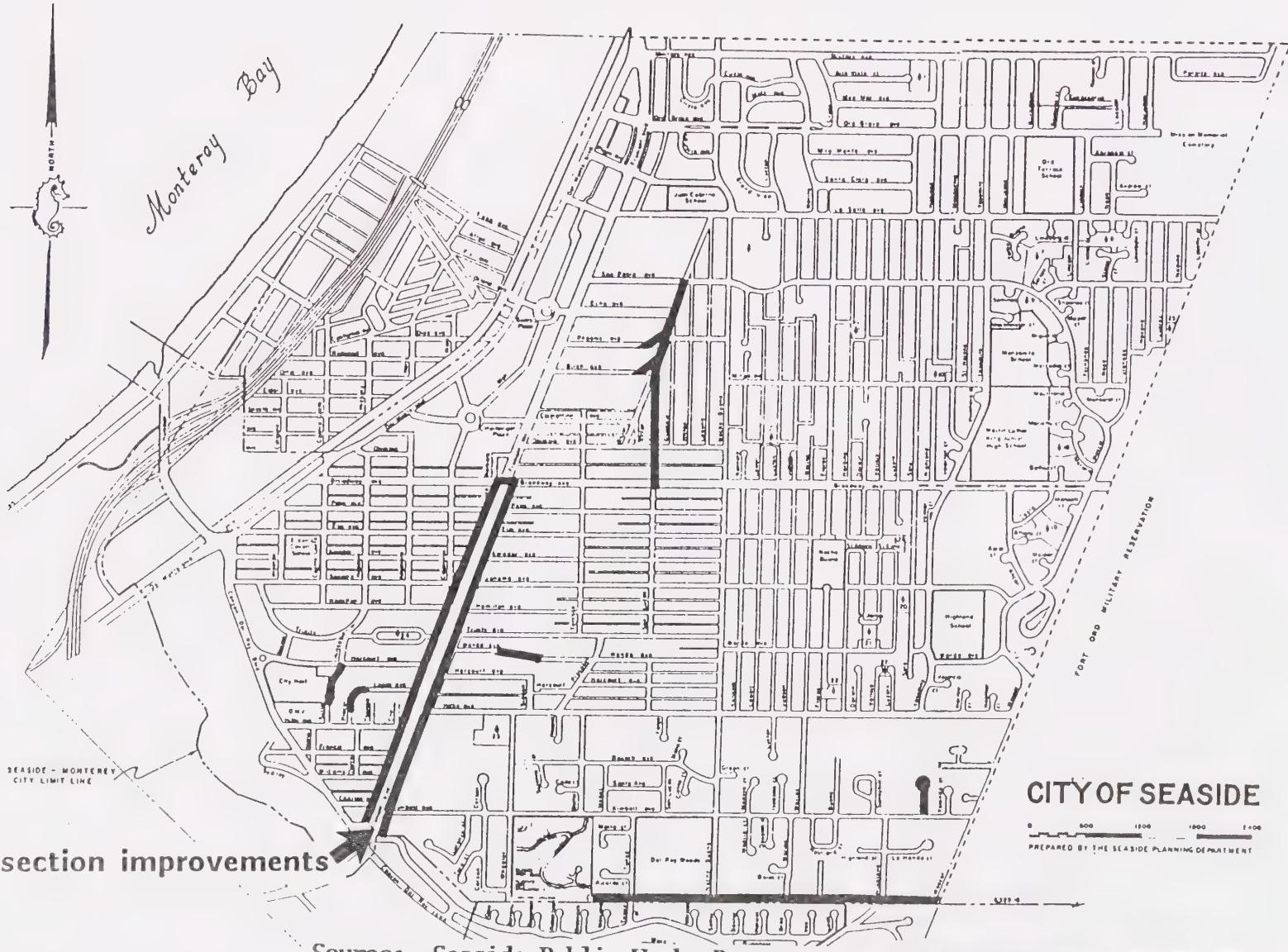
## Parking

An adequate supply of parking is critical for viable commercial development. Additionally, sufficient parking helps maintain efficient traffic circulation. Inadequate parking can reduce property values and adversely affect the circulation system.

Areas of existing and future parking problems include:

- The Gateway Autocenter has insufficient on-site parking for employees and customers. This results primarily from the need for the dealers to display autos in areas formerly used for parking. Many employees now park outside the Autocenter along Del Monte Boulevard. With the extension of Playa into Sand City and the signalization of the Playa/Del Monte intersection, additional spaces on Del Monte were lost, compounding the problem.
- The Autocenter expansion area between Del Monte and the Southern Pacific Railroad has forecast a parking shortage with full development. A conceptual plan for the expansion area contains a recommendation for parking structures.
- With development of the Sand Dollar Shopping Center in Sand City, there could be pressure to develop the auto expansion area with supportive retail commercial uses. This would increase potential parking problems as retail commercial has a much higher traffic generation rate than do auto related uses.
- The service commercial area south of the Autocenter between Broadway and Olympia does not have sufficient on-site and curb-side parking.

intersection improvements



**FIGURE 3.2  
PLAN LINES**

- Businesses along Broadway do not have adequate off-street parking in conformance with the zoning ordinance. There is, however, adequate on-street parking to accommodate business customers at this time. With redevelopment of the lower Broadway area, however, it may be necessary to require parking structures in this area as well. A consideration is the future treatment of Broadway. One alternative would be to reduce the number of travel lanes from four to two, with the outside lanes developed to diagonal parking and landscaping. While this alternative would increase parking, traffic carrying capacity would be sacrificed.

## 3.1 CIRCULATION POLICIES

### 3.1.1 STANDARDS

#### 3.1.1a Street Classification Standards

**Issue:** Since all streets do not serve the same function, it is important to have a clear and functional street classification system. Such a system is critical to the review of the changing character of Seaside's existing road network, the design of future network improvements and for prioritizing funding within the City's Capital Improvements Program.

**Goal:** Design Seaside's long-term circulation plan in conformance with a technically appropriate street classification system.

**Circulation Policy 1 - Street Classification Standards:** The following functional street classification standards are adopted as a component of the Circulation element:

**Arterial Streets:** Serve as the principal network for cross-town traffic flow. They connect areas of major traffic generation within the urban areas and connect with important county roads and state highways.

**Seaside's Designated Arterial Streets are:**

- Canyon Del Rey Boulevard (Highway 218)
- Fremont Boulevard (Business Route 1)
- Broadway
- Del Monte Boulevard
- North-South Road (on Fort Ord)<sup>(1)</sup>

<sup>(1)</sup> Upgraded from Collector

They also serve to distribute and collect through traffic to and from collector and local streets serving residential, commercial and industrial areas.

**Collector Streets:** Provide for traffic movement between arterial and local streets, between neighborhoods, between neighborhoods and major activity centers and within neighborhoods.

**Local Streets:** All city streets not designated as Arterial Streets or Collector Streets are classified as Local Streets.

#### Seaside's Designated Collector Streets are:

- Playa (west of Fremont)
- San Pablo
- Sonoma (Canyon Del Rey/Noche Buena)
- Kimball
- Harcourt (Canyon Del Rey/Fremont)
- Tioga
- Wheeler (Kimball/Hilby)
- Noche Buena
- Yosemite
- Hillsdale/Sutter<sup>(1)</sup>
- Baker/San Lucas<sup>(2)</sup>
- Ord Grove
- Mescal
- Plumas
- Nadina
- Military
- La Salle
- Hilby
- Hacienda
- Highland
- Contra Costa
- Mingo (Noche Buena/Yosemite)

- (1) New connecting link
- (2) New realignment

### 3.1.1b Street Performance Standards

**Issue:** In order to analyze the functional performance of an existing road network and its individual streets it is necessary to adopt a set of performance standards against which the current function of individual roadways may be measured. Additionally, the adoption of such performance standards is critical to the effective design of improvements for under-performing existing streets and to the design of new roadways.

**Goal:** Design the City's long-term circulation plan in conformance with a technically appropriate street performance standard.

**Circulation Policy 2 - Street Performance Standards:** The adopted Level of Service (LOS) street performance standards are shown on the inserts below.

Generally maintain traffic conditions at LOS "C" at Seaside intersections and roadways except where it is determined that improvements needed to maintain LOS "C" at specific locations are infeasible, or where overriding social or economic benefits to the City can be identified.

#### Level of Service (LOS) Performance Definition

- LOS "A" - Stable traffic flow with slight or no delay at intersections
- LOS "B" - Stable traffic flow with slight delays at intersections
- LOS "C" - Stable traffic flow with acceptable delays at intersections
- LOS "D" - Approaching unstable traffic flows with tolerable delays at intersections
- LOS "E" - Unstable traffic flows with intolerable delays at intersections
- LOS "F" - Forced traffic flows with excessive delays at intersections

#### Level of Service (LOS) Traffic Volume Criteria

	LOS "C"	LOS "D"	LOS "E/F"
2 Lane Street	12,000 ADT	13,500 ADT	1,000 ADT
4 Lane Street	24,000 ADT	27,000 ADT	30,000 ADT
6 Lane Street	36,000 ADT	40,500 ADT	45,000 ADT

Local streets shall not carry unreasonable levels of through traffic. Should it be determined that a local street is carrying an unacceptable level of through traffic, the City may take appropriate means to reduce traffic by creating one-way traffic flow, installing traffic diversion devices, speed bumps, and/or

any other means deemed to be acceptable and warranted under the Vehicle Code of the State of California and the Manual of Uniform Traffic Control.

### 3.1.1c Existing Street Improvements, Flexibility Of Standards

**Issue:** Several of Seaside's older streets are substandard by current City improvement standards for roadway width, paving, sidewalk design, etc. Bringing such streets into strict conformance with the improvement standards may, in some cases, cause significant negative neighborhood and/or environmental impacts.

**Goal:** Maximize traffic safety and efficiency on existing substandard streets without creating counterproductive, negative impacts to neighborhoods or the environment.

#### Circulation Policy 3 - Existing Street Improvements, Flexibility of Standards:

Continue upgrading Seaside's substandard existing streets through the flexible application of Seaside's improvement standards if the rigid application of the standards will cause inordinate negative impacts to the neighborhood and/or the environment.

### 3.1.2 STREETS AND HIGHWAYS

#### 3.1.2a Fremont Boulevard

**Issue:** Existing and projected traffic demand analyses indicate a need to widen Fremont Boulevard to six travel lanes between Broadway and Canyon Del Rey if an LOS of "C" is to be maintained. However, a physical widening of the roadway will reinforce the existing division of Seaside by Fremont with its attendant community and commercial impacts.

**Goal:** Maintain the traffic carrying ability and safety of Fremont Boulevard by exhausting all acceptable alternative means prior to resorting to widening of the roadway in order to minimize its physical division of Seaside.

**Circulation Policy 4 - Fremont Boulevard:** In order to minimize the divisive effect that Fremont Boulevard has upon the community and the commercial development along Fremont, give priority to the maintenance of Fremont Boulevard at LOS "C" through the use of alternative mitigation measures (such as opening North-South Road as an alternate route, the reduction of driveways, removal of curb parking, intensification of transit service, and signalization, intersection and turn lane improvements) before resorting to roadway widening. Any Fremont Boulevard mitigation measures involving the removal of curb parking should include a provision for replacement off-street parking.

### 3.1.2b Lower Broadway

**Issue:** Some consideration has been given to reducing the roadway on Broadway between Fremont and Del Monte ("lower" Broadway) to two lanes in order to enhance that area as a pedestrian oriented "downtown." Critical examination of that proposition reveals that this is neither a functional option within the context of Seaside's existing citywide circulation plan because no viable alternative exists for serving the existing cross-town traffic demand nor is it of significant benefit to the establishment of the desired "downtown" because vehicular access to the area would be congested making the commercial area less (rather than more) desirable to shoppers. Moreover, the directive of Land Use Policy 11 is to establish a more intensive and comprehensive Central Business District between Broadway, Fremont, Del Monte, Canyon Del Rey and Harcourt instead of the proposed, less intense, linear downtown on lower Broadway. Therefore, Broadway's role as a convenient vehicular entry into the CBD should be maintained if not enhanced.

**Goal:** Maintain lower Broadway's function as a cross-town traffic carrier and enhance its role as a major vehicular entry into the Central Business District as envisioned by Land Use Policy 11.

**Circulation Policy 5 - Lower Broadway:** Maintain the existing function of Broadway, between Fremont and Del Monte ("lower" Broadway) as a major four lane carrier of cross-town traffic. Enhance the role of lower Broadway as one of the major vehicular entries into an intensive and comprehensive Central Business District as envisioned in Land Use Policy 11.

### 3.1.2c North-South Road/Fort Ord

**Issue:** Given the resizing of Fort Ord and the intensification of Seaside's jurisdictional influence over the planning of Fort Ord, the opportunity exists for the opening of North-South Road as an alternative north/south arterial. This would help reduce traffic demand on Del Monte Boulevard and, more importantly, on Fremont Boulevard where such action would be in compliance with Circulation Policy 4.

**Goal:** Utilize Seaside's intensified planning authority over Fort Ord and open North-South Road to local and through traffic thereby relieving north and southbound traffic demand on the City's other roadways.

**Circulation Policy 6 - North-South Road/Fort Ord:** In recognition of Seaside's authority over Fort Ord's planning policy, open North-South Road to local and through traffic. This should reduce north and southbound traffic demand on the City's other streets in general and specifically on Fremont

Boulevard in conformance with Circulation Policy 4. In order to achieve maximum integration into the circulation network, North-South Road is to be connected to Military/Paralta, San Pablo, Kimball, La Salle, Plumas and Hilby. The Broadway connection is to remain open.

### **3.1.2d State Highway 1**

**Issue:** The existing and projected traffic demand for State Highway 1 indicates that improvement is warranted in the foreseeable future.

**Goal:** Promote and support the improvement of State Highway 1.

**Circulation Policy 7 - State Highway 1:** Support the improvement of Highway 1 to six travel lanes through Seaside. Cooperate with Caltrans, the Monterey County Transportation Commission and the cities of Sand City and Monterey in establishing plan lines and acquiring improvement funding.

## **3.1.3 PARKING**

### **3.1.3a Existing Commercial Parking Deficiency**

**Issue:** A general lack of commercial parking exists which tends to diminish the competitive ability of commercial businesses. This deficiency also has the effect of increasing traffic congestion on local streets due to spillover to curb parking and the traffic created by drivers circulating in search of parking spaces.

**Goal:** Eliminate the existing commercial parking deficiency.

**Circulation Policy 8 - Existing Commercial Parking Deficiency:** Develop a Commercial Area Parking Plan that can be made a part of the GENERAL PLAN by amendment. This plan shall explore the feasibility of establishing public off-street parking in areas best suited to relieve the existing commercial parking deficiency. It should also explore the feasibility of using such financing vehicles as in-lieu parking fees, parking assessment districts and tax increment financing via the Redevelopment Agency.

Expand the Seaside Parking Authority's jurisdiction to include Fremont Boulevard and the lower Broadway and Gateway Autocenter areas.

### 3.1.4 TRANSIT

#### 3.1.4a Transit Center

**Issue:** Although analyses of ridership patterns in the Monterey Peninsula/Salinas regional area indicate that the citizens of Seaside are more dependent upon mass transit than are any other population group in the region, there is no transit center serving the City.

**Goal:** Provide a transit center in Seaside.

**Circulation Policy 9 - Transit Center:** Support the establishment of a transit center on the west side of Del Monte Boulevard between Broadway and Canyon Del Rey. This location will provide the citizens of Seaside with an integrated regional bus, local bus and regional rail system as well as providing an important functional linkage between the new Central Business District stipulated by Land Use Policy 11 and the emerging Laguna Grande/Roberts Lake visitor serving commercial area as stipulated in Land Use Policy 12.

#### 3.1.4b Bus Transit

**Issue:** The young, elderly, physically impaired and autoless citizens of Seaside are more dependent upon bus transit for inter and intracity transportation than any other population segment in the Monterey/Salinas Transit (MST) bus service area. Therefore, it is appropriate that this service include comprehensively scheduled runs over conveniently located routes with properly designed and maintained bus stop facilities.

**Goal:** Provide citizens of Seaside with first class inter and intracity bus service.

**Circulation Policy 10 - Bus Transit:** Coordinate private development and public street improvement planning with Monterey/Salinas Transit (MST) in order to encourage and enhance MST's efforts to maintain an inter and intracity bus service for the citizens of Seaside. Such service should include comprehensively scheduled runs over conveniently located routes connecting appropriately designed and maintained bus stop facilities. Support the integration of the bus network with other local and regional transportation systems through the common use of the Transit Center (Circulation Policy 9).

### 3.1.4c Rail Service

**Issue:** Recently a number of attempts have been made to activate regional rail service along the existing Southern Pacific tracks that are west of Del Monte Boulevard. Such rail service could have an important impact upon the viability of the proposed new Central Business District (Land Use Policy 11) and the emerging Laguna Grande/ Roberts Lake visitor serving commercial complex (Land Use Policy 12) if it should stop at the proposed Transit Center.

**Goal:** Support the establishment of regional rail service serving Seaside.

**Circulation Policy 11 - Rail Service:** Support the reestablishment of regional rail service on the existing Southern Pacific tracks west of Del Monte Boulevard with a stop at the proposed Transit Center (Circulation Policy 9) so that the rail service is integrated with the other local and regional transit systems.

## 3.1.5 BICYCLE AND PEDESTRIAN CIRCULATION

### 3.1.5a Bicycle Routes

**Issue:** Currently no formal bike route system exists in the City of Seaside.

**Goal:** Plan and implement a safe, convenient, comprehensive and attractive bicycle route network for the City of Seaside.

**Circulation Policy 12 - Bicycle Routes:** Develop and adopt a formal plan for a safe, convenient, comprehensive and attractive bicycle network for Seaside that: (1) includes specific links to Regional Bike Routes, the proposed Transit Center (Circulation Policy 9) and between the Laguna Grande/Roberts Lake complex (Land Use Policies 12 and 13) and the proposed CBD (Land Use Policy 11); and (2) includes requirements for the installation of bike parking facilities in such public and private developments as parks, schools and churches as well as office, commercial and visitor serving complexes.

To the extent possible, streets are to be constructed or retrofitted to accommodate signed and striped bike routes and lanes, thereby minimizing auto/bicycle conflicts. Dedicated bicycle lanes are to be provided along greenbelts and public easements and in public parks.

### 3.1.5b Pedestrian Circulation

**Issue:** No formal pedestrian network exists in Seaside and many of the City's neighborhoods lack pedestrian sidewalks.

**Goal:** Plan and execute a safe, convenient, comprehensive and attractive pedestrian route network for the City of Seaside. Continue to assist Seaside's property owners desiring sidewalks in their neighborhoods and initiate a program to install handicap ramps in existing curbs and sidewalks.

**Circulation Policy 13 - Pedestrian Circulation:** Develop and adopt a formal plan for a safe, convenient, comprehensive and attractive pedestrian network for Seaside that includes specific linkages to the proposed Transit Center (Circulation Policy 9) and between the Laguna Grande/Roberts Lake complex (Land Use Policy 12) and the proposed CBD (Land Use Policy 11).

In addition, provide continued assistance to property owners desiring sidewalks in their neighborhoods and initiate a program to install handicap ramps in existing curbs and sidewalks.

### 3.1.5c Monterey Peninsula Recreation Trail

**Issue:** Two proposed routes are under consideration for the Seaside/Sand City portion of the Monterey Peninsula Recreation Trail. The first is along a portion of the existing Southern Pacific railroad right-of-way and the second is along Sand Dunes Drive in Sand City.

Location of the trail in the railroad right-of-way is less desirable aesthetically because of the constricting nature of the topography and physical structures abutting the ROW. Additionally, the rear storage areas of the commercial development on the west side of Del Monte Boulevard would be visible from the trail and pedestrians would have to cross heavily traveled streets such as Canyon Del Rey, Contra Costa, Tioga and Playa. More importantly, however, the location of the trail in the railroad ROW would have the effect of precluding the proposed reestablishment of the rail service (Circulation Policy 11) inhibiting the development of the Transit Center (Circulation Policy 9) and generally obstructing the City's ability to initiate and integrate an alternative multi-modal transit system.

**Goal:** Support the proposed Sand Dunes Drive route for the Monterey Peninsula Recreation Trail.

**Circulation Policy 14 - Monterey Peninsula Recreation Trail:** Support the Sand Dunes Drive alignment of the multi-use Monterey Peninsula Recreation Trail. Cooperate with Sand City in seeking the formal adoption of same. This route would specifically extend from Roberts Lake northwest along Canyon Del Rey to Sand Dunes Drive and then northerly along Sand Dunes Drive

and the MRWPCA sewer ROW to a connecting point with the existing trail at the north Fremont interchange with Highway 1.

### 3.1.6 OTHER CIRCULATION PLANNING ISSUES

#### 3.1.6a Alley Abandonment

**Issue:** Some of Seaside's older developed areas have alleys that are no longer required for property access, utility lines or garbage service. Such alleys constitute aesthetic nuisances as well as public health and safety threats.

**Goal:** Protect the public health and safety by formally and legally abandoning all nonessential alleys to the adjacent property owners.

**Circulation Policy 15 - Alley Abandonment:** Identify existing alleys that are no longer required for property access, utility lines or garbage service. Such alleys constitute aesthetic nuisances as well as public health and safety threats that are to be alleviated by their formal and legal abandonment to the adjacent property owners.

#### 3.1.6b Congestion Management Plan

**Issue:** California Government Code Section 65089(a) requires that every county that includes an urbanized area adopt a Congestion Management Plan (CMP). An urbanized area is defined as an area of over 50,000 population.

**Goal:** Support and participate in Monterey County CMP process.

**Circulation Policy 16 - Congestion Management Plan:** Implement those elements of the Monterey County Congestion Management Plan that pertain to the City of Seaside.

## 3.2 CIRCULATION MAP

The final General Plan Circulation Map follows. ↴

### KEY MAP

Fort Ord

City Limits

Planning Area

Monterey Bay



### **LEGEND**

NOTE: The circulation system has been reclassified from the one shown in the Issues, Goals & Policies Report in order to conform to the Countywide system per City staff.

- Principal Arterial ("other")
- Minor Arterial
- Collector

○ Location of North - South Road connection

## **CIRCULATION MAP**





## HOUSING

*NOTE: The following section of this document summarizes the City of Seaside's Housing Element as unilaterally adopted by the City Council on November 18, 1993.*

The Housing Element directs residential development and provides housing preservation consistent with overall economic and social values of the City. The Housing Element is an official municipal response to a growing awareness of the need to provide housing for all economic segments of the community. The California State Legislature has identified the attainment of a decent home and a suitable living environment for every Californian as the State's major housing goal.

This GENERAL PLAN document summarizes the Housing Element as adopted by the City Council on November 18, 1993. The complete element includes all required information from Section 65583 of the California Government Code, including a housing needs assessment; a statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement and development of housing; and a program which sets forth a five-year schedule of actions the local government is undertaking, or intends to undertake, to implement the policies and achieve the goals and objectives of the Housing Element.

### 4.0.1 HOUSING PROFILE

Seaside's housing stock is relatively new. The 1980 Census found 7,714 year-round dwelling units in Seaside. Of these, only 468 were constructed before 1940 (Table 4.1).

A 1984 windshield survey conducted by City staff revealed that an estimated 22% of existing units in Seaside were substandard but suitable for rehabilitation. The majority of the substandard units fell in the target areas established for the City's Rehabilitation Loan Program and its Paint Program. Through these programs, over 200 additional units

**Table 4.1**  
**City of Seaside - Housing Stock**

Inventory Category	Total
1. Total Year-Round Housing	7,714
2. Total Occupied Units	7,364
3. Renter Occupied Units	3,286
Needing Rehab	526
Not Rehbabble	78
4. Owner Occupied Units	4,078
Needing Rehab	642
Not Rehbabble	110
5. Total Vacant Units	350
6. For Rent	194
Needing Rehab	9
Not Rehbabble	17
7. For Sale	52
Needing Rehab	4
Not Rehbabble	15
Awaiting Occupancy	18

*Source: Seaside Comprehensive Housing Affordability Strategy, Table 2B*

have been rehabilitated. While the general condition of Seaside's housing stock is sound, a need to expand the types of housing opportunities available to Seaside households has been identified.

A large proportion of low income households concentrated in one area can create problems. As incomes, ages, and housing needs change, it is desirous to have appropriate housing types available to accommodate these changes to encourage and promote community interest and involvement. Seaside's housing program is formulated to continue to provide housing opportunities for low income households and to achieve a diversified population mix. This population mix should contain a variety of household sizes and age groups and a wide range of income levels. By preserving, maintaining and expanding quality residential opportunities, the City can begin to attract this diversified population, or develop it from within.

**Table 4.2**  
Monterey County Residential Real Estate  
Real Estate Review as of March 1, 1990

Area	Average Price	Median Price	% Increase From One Year Ago	% Increase From Five Years Ago
Carmel	\$455,830	\$405,000	24.6%	78.5%
Carmel Valley	\$410,000	\$410,000	30.2%	94.7%
M.P.C.C.	\$380,000	\$385,000	18.5%	n/a
Monterey	\$289,500	\$252,000	6.85%	8.5%
Marina	\$176,670	\$182,950	14.4%	67.9%
Pacific Grove	\$280,830	\$262,500	16.7%	69.6%
Seaside	\$136,500	\$150,000	25.0%	73.8%
Salinas/ Monterey Hwy.	\$350,000	\$299,950	20.5%	n/a
North County	\$222,100	\$229,500	22.1%	69.2%
Salinas		\$161,000	7.3%	43.8%

Source: Peninsula Business

There has been a continual housing shortage in Seaside and the entire Monterey Peninsula. A vacancy rate of 5% is considered necessary to provide an acceptable opportunity for housing choice. Vacancy rates in Monterey are 3.6%, in Pacific Grove, 4.7%, and in Seaside, 4.1%. Seaside has historically provided a stock of affordable housing for the Peninsula, and although that trend is expected to continue, the average price of housing in Seaside is increasing beyond the means of many moderate income families.

**Table 4.3**  
Monterey Peninsula Apartment Rental Range Per City

	1-Bedroom	2-Bedroom	3-Bedroom
Seaside	\$425-\$525	\$450-\$600	\$575-\$750
Marina	\$450-\$550	\$500-\$625	\$600-\$775
Monterey	\$450-\$575	\$525-\$725	\$650-\$850
Pacific Grove	\$450-\$575	\$525-\$725	\$650-\$850
Carmel	\$600-\$750	\$650-\$800	\$725-\$975

Del Rey Oaks\*

Sand City\*

\*Too few to mention

Source: Century 21, Red, White and Blue Realty, 1992

Seaside continues to have the lowest average housing prices in Monterey County but is experiencing housing price increases as shown on Table 4.2.

The City contains about 8.2% of all the multi-family units in the County. In addition to the lowest average price for unit sales, the City also has the lowest rent schedules for apartments on the Peninsula as shown on Table 4.3.

## Needs Assessment

The Housing element represents Seaside's assessment of its needs for affordable housing and supportive services for the homeless and other persons, and the City's strategy and action plan for addressing these needs.

The AMBAG Regional Housing Needs Plan (RHNP) indicates the breakdown of 7,320 total households in Seaside for the 1980 Census (see insert).

	AMBAG (RHNP)	
Very Low Income	26.69%	1,956 units
Low Income	19.20%	1,407 units
Moderate Income	24.46%	1,793 units
Above Moderate Income	29.65%	2,173 units

The Census indicates that 1,036 households are below the poverty threshold. Of poverty level households, 20% are owner-occupied and 80% are renter-occupied. Applying the 20/80 split to the RHNP total low income housing

### Total Low Income By Race And Ethnicity

Black	1,042	31%
American Indian/Alaskan	34	1%
Asian/Pacific Islander	404	12%
Spanish Origin	168	5%
White/Other Race	1,714	51%
<b>Total</b>	<b>3,362</b>	<b>100%</b>

units results in 673 owner-occupied and 2,690 renter-occupied total low income households. Applying the ethnic/racial factors from the Census poverty figures yields the results shown on insert.

Black households constitute the largest minority group in the City and the largest group of low income households. Of the total 1,042 Black households with two to four persons, 654 were low income, with 549 of those renter-occupied. Of the 357 large households, (five or more persons), 164 are low income, of which 138 are renters. There are 30 elderly one-person households, of which 14 are low income.

The Asian/Pacific Islander group contains 404 low income households. Of the 222 two to four-person households, 173 are renter-occupied. Seventy-seven of the 99 households with five or more persons are renter-occupied. There are 18 elderly one-person households, six of which are low income/renter-occupied.

The Hispanic group constitutes the third largest identifiable minority in the City. There are 168 low income Spanish origin households in Seaside. Of the low income households containing two to four persons, 110 are renter-occupied. Of the low income households with five or more persons, 32 are renter-occupied. Seven elderly households are low income/renter-occupied.

The American Indian/Alaskan group contains 34 low income households. Fourteen of the two to four-person low income households are renter-occupied, and three households with five or more persons are renter-occupied. Only two low income elderly households are renter-occupied.

**Homeless Persons:** The Monterey County Homeless Task Force estimates that there are between 1,700 and 2,800 homeless persons in Monterey County, of which about 24% (400 to 670) are in the Monterey Peninsula area. Seaside was one of the first cities in the state to adopt an ordinance regulating temporary emergency homeless shelters. The City has issued use permits for a 16-bed shelter for women and children and a 3-unit family shelter operated by Peninsula Outreach, a nonprofit agency that also serves 4,900 meals each month to the poor and homeless. Seaside is also home to the Salvation Army, where 400 food boxes and 240 sack lunches are prepared monthly.

**Elderly:** There are an estimated 1,441 persons 65 years of age or older. Rising housing costs will create particular hardships for the elderly on fixed incomes. There are an estimated 160 very low and lower income elderly households in Seaside in need of assisted housing. The Monterey County Housing Authority reports that as of August 1, 1991, 81 elderly households received Section 8 assistance and 48 were on the waiting list.

Many new units are expected to be developed according to the mixed land use ordinance, the accessory unit ordinance, zoning ordinance provisions to convert single-family areas to duplex areas, and General Plan policy to allow more high density development in designated areas. These types of units offer housing opportunities for the elderly.

**Large Families:** There are an estimated 923 households consisting of five or more persons, 60% being owner-occupied and 40% renter-occupied. There is an unmet need in Seaside for large units containing three or more bedrooms. Overcrowding is an indication of substandard living conditions. A unit is "overcrowded" when occupancy exceeds 1.01 persons per room. There are more than 700 overcrowded units in Seaside of which 40% are owner-occupied. The high costs of home ownership are forcing households to live in smaller units.

**Handicapped:** Handicapped persons have special needs that may require modifications to the dwelling unit. State regulations require minimum adaptations for the safety and welfare of the physically handicapped and visitors for new apartment units. Additional housing could be made available for handicapped persons if all accessory residential units were required to be built to handicap adaptability specifications or be required to be retrofitted on sale.

**Indo-Chinese Refugees:** Seaside has become a resettlement center for Indo-Chinese households, many in need of rental assistance. These households are usually large. Costs for larger household size often exceeds rates allowed for assisted housing.

**Female Headed Households:** There are an estimated 904 female headed households with one or more persons under 18 years of age. It is assumed that many of these households may be of lower income due to the presence of children, only one income, and the discrepancy between male and female salary levels. In households with young mothers, a lack of education and training could inhibit securing a decent job. Programs which reduce housing costs, increase employment opportunities, and encourage housing variety could benefit female headed households. The City also supports child care centers within the City to help single mothers gain more flexibility in seeking employment.

**Cost Burden:** Cost burden is the extent to which housing costs, including utilities, exceed 30% of gross income. Severe cost burden is the extent to which housing costs exceed 50% of gross income. In 1980, of 1,442 households earning less than \$10,000 per year, 86% were paying more than 30% of income for gross rent. Of the 1,125 households earning \$10,000-\$19,999 per year, 36% were paying more than 30% of income for gross rent. These data indicate that low income households are paying rent at the presumed cost of food and other necessities.

**Mentally Disabled:** The "Community Housing Plan for Severely Mentally Ill Residents of Monterey County, December 1990," indicates that 800 of the estimated 3,500 chronically mentally ill in the County are inadequately housed or are overpaying for rent. In Seaside, Interim, Inc. operates a 10-bed transitional program, Monterey Bay Guest Homes has a 20-unit facility which cares for the mentally handicapped, and four residential care homes provide a total of 18 single room occupancy units.

**Persons with AIDS:** The report of the Residential Care Committee of the HIV Consortium states that between 1980 and 1990, 174 Monterey County residents were diagnosed with AIDS. It is estimated that as many as 3,000 persons are already infected with HIV. The two broad categories of unmet housing needs for persons with HIV disease are short-term "emergency" housing and longer-term "transitional" housing.

**Units at Risk of Conversion:** Units at risk of conversion include rental units eligible to change to non-low income housing with termination of a subsidy contract, mortgage prepayment, or expiring use restrictions within ten years of the statutory adoption "due date" of the Housing element (July 1991 - June 2001).

The Hannon Assembled Apartments include 133 units financed under the HUD 236 program. The 40-year loan may be prepaid after 20 years. There

is also a HUD Section 8 contract for rent subsidies on 85 of the 133 units. According to the owners, the Hannon Assembled Apartments have no intention to prepay the HUD loan prior to June 2001. They also intend to continue the Section 8 program for the duration of the HUD 236 loan.

## Projected Housing Needs

The AMBAG Regional Housing Needs Plan (RHNP) identifies total housing needs and "fair share" needs for each city within its jurisdiction to July 1, 1996. Table 4.4 shows total housing need by income group.

The RHNP indicates that Seaside is not required to provide additional very low and low income housing units during the planning period to attain its regional "fair share." This allocation

reflects the City's successful past efforts to provide low income housing and its commitment to balance the community by encouraging construction of moderate and above moderate income housing. The City acknowledges the RHNP but reserves the option to approve additional housing for low and very low income households.

The amount of vacant land in the City is approximately 53 acres, or 3% of the total land within Seaside proper (outside of Fort Ord). Of the total, 24.67 acres (46%) are in residential zones; 23.12 acres (44%) are in commercial zones; and 5.14 acres (10%) are in special treatment, or multi-zone areas. As Seaside proper is essentially built-out, any new residential growth will come on the few remaining vacant lots in the City, or through redevelopment.

The total estimated holding capacity based upon vacant residentially zoned land is 307 units. As indicated above, the total demand for new residential units to 1996 is 454. This indicates that vacant land can accommodate only 67% of the total units needed within the housing planning period. The expected shortfall must be made up through special provisions in the Zoning Ordinance and public and private redevelopment.

**Table 4.4**  
City of Seaside New Construction Need, 1990-1996

	Total Housing Units	Very Low Income	Low Income	Moderate Income	Above Moderate Income
1989 Units	8,218	2,193	1,578	2,010	2,437
1996 Goals	8,673	2,193	1,578	2,037	2,864
Construction Goals	454	0	0	27	427
1989 (%)		26.69%	19.20%	24.46%	29.65%
1996 (%)		25.29%	18.19%	23.49%	33.02%

Source: AMBAG Regional Housing Needs Plan, Table 19

## 4.1 HOUSING POLICIES

Housing goals and policies serve as general policy guidelines for Seaside. Consistent with State and National housing objectives, these goals, policies, and objectives reflect a commitment to provide a decent home and suitable living environment for every individual and family. The following policies include and expand upon those in the Issues, Goals and Policies Report. Those policies that were already in that report are noted with an \*.

### 4.1.1 HOUSING DIVERSITY

**Goal:** The City shall develop through public and private channels, sufficient new housing to insure the availability of affordable housing for all households in Seaside.

**Housing Policy 1\* - Balanced Diversity:** Recognize the need for, and encourage the development of, moderate/above moderate residential units thereby balancing and adding diversity to Seaside's housing stock.

Particular note should be made of this policy in the designation of any portion of the Fort Ord portion of Seaside for residential use.

**Housing Policy 2 - Established Neighborhoods:** Continue to promote new residential development so as to foster and maintain a variety of housing types, densities, and costs while preserving and expanding the character and quality of established neighborhoods.

**Housing Policy 3 - Infrastructure:** Through developer contributions, its Capital Improvement Program and its Community Development Block Grant Program, maintain and improve infrastructure to accommodate existing and new development.

**Housing Policy 4 - Other Agencies:** Work with other responsible agencies to provide the necessary resources and services for new residential units.

**Housing Policy 5 - Vacant Land Infill Lots:** Encourage development of sound new housing on vacant land within existing neighborhoods which have the necessary service infrastructure.

#### 4.1.2 MAINTENANCE OF HOUSING INTEGRITY AND VALUE

**Goal:** The City shall manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and the environment in which it is located.

**Housing Policy 6 - Construction Standards:** Provide that new housing be constructed in accordance with design standards that will ensure the safety and integrity of each housing unit.

**Housing Policy 7 - Design Standards:** Encourage the application of community design standards through the Planning Commission and Board of Architectural Review.

**Housing Policy 8 - Neighborhood Quality:** Manage neighborhood environmental factors such as traffic flow, school locations, parks, and open spaces and other public uses to stabilize and upgrade neighborhoods and dwellings.

#### 4.1.3 EXISTING NEIGHBORHOODS

**Goal:** The City shall facilitate improvement and maintenance of the quality of existing neighborhoods and the housing stock.

**Housing Policy 9\* - Rehabilitation Of Existing Units:** Support and enhance the continued use of: (1) the City's existing rehabilitation loan program for the repair of existing housing units which can be rehabilitated; and (2) the City's current program for the demolition of dilapidated and abandoned units.

**Housing Policy 10\* - Neighborhood Housing Improvement Programs:** Support and enhance Seaside's current residential neighborhood housing improvement programs through: (1) the continued use of Community Development Block Grant, Capital Improvement and Economic Development Programs to improve residential neighborhood infrastructure; (2) the continued support of community educational programs which instill a sense of civic responsibility for the maintenance of private housing units; and (3) the adoption of programs encouraging owner occupancy of residential units.

**Housing Policy 11 - Neighborhood Security And Pride:** Promote neighborhood security and pride through support of neighborhood cleanup and property maintenance programs.

#### 4.1.4 EQUAL ACCESS TO HOUSING

**Goal:** The City shall promote equal access to safe and decent housing for all income groups.

**Housing Policy 12\* - Existing Very Low/Low Income Housing:** Maintain the current gross number of very low/low income housing units in Seaside through the continued use and enhancement of Seaside's existing housing rehabilitation, home improvement and Section 8 programs. Additionally, adopt a one-for-one replacement policy for any of these units that may be demolished by the City or the Redevelopment Agency. Any such new very low/low income units shall be dispersed throughout the community in small clusters rather than in large, low income, multi-family housing projects.

**Housing Policy 13\* - Special Needs Housing:** Support the construction or rehabilitation of housing units to accommodate the special needs of Seaside's residents with disabilities, mental illness, the physically impaired, elderly citizens, single parent families, large families, and AIDS patients. The Housing element mandates that all legal requirements be met in regard to the provision of such housing and encourages the development of special housing types in the absence of legal requirements. This can be done through the adoption of density incentives such as those granted for the provision of elderly units by California Government Code Section 65915. Additionally, it should, to that end, enhance the effectiveness of the City's existing Accessory Residential Unit Ordinance.

**Housing Policy 14\* - Emergency Housing:** Remain cognizant of the continuing need for emergency housing for homeless persons and support and enhance the City's ability to provide its fair share of the regional need through (1) continued City activity under the existing Temporary Emergency Shelters For The Homeless Ordinance; and (2) cooperation with the Housing Authority, appropriate nonprofit organizations, community groups, and other providers.

**Housing Policy 15\* - Prohibition Against Discrimination:** Reaffirm Seaside's adherence to Federal and State legal prohibitions against housing discrimination and enhance Seaside's sponsorship of mediation services for tenant/landlord disputes.

**Housing Policy 16 - Federal And State Housing Assistance Programs:** Encourage full utilization of federal and state housing assistance programs which can enable those persons with unmet housing needs to obtain decent housing at prices they can afford.

**Housing Policy 17 - Regional Responsibility:** Support regional efforts to distribute to all jurisdictions on the Monterey Peninsula the responsibility of providing housing for lower income households.

#### **4.1.5 ENERGY CONSERVATION**

**Goal:** The City shall promote energy conservation in all its residential neighborhoods.

**Housing Policy 18 - Federal And State Actions:** Advocate and support proposed federal and state actions to promote energy conservation.

**Housing Policy 19 - Public Awareness:** Promote public awareness of the need for energy conservation.

**Housing Policy 20 - City Energy Conservation Policies:** Promote development of public policies and regulations that achieve a high level of energy conservation in all new and rehabilitated housing units.

**Housing Policy 21 - Federal And State Assistance Programs:** Encourage maximum use of federal and state programs to assist homeowners in providing energy conservation measures.

#### **4.1.6 EQUAL OPPORTUNITY**

**Goal:** The City shall protect households seeking housing accommodations from discrimination because of race, color, religion, sex, marital status, national origin, ancestry, or age.

**Housing Policy 22 - Federal And State Laws:** Continue to reaffirm fair housing rights set forth in federal and state laws.

### **4.2 FIVE-YEAR ACTION PLAN**

This portion of the Housing Element states Seaside's general plans and priorities being used over the five-year period, 1991-1996. It flows from the City's overall analysis of needs, market and inventory conditions described earlier.

Seaside is unique in its housing mix. The Regional Housing Needs Plan (RHNP) indicates that Seaside has more than its fair share of very low and low

income housing as determined for the region. This fact, along with slow growth in the area, has resulted in a deficit of moderate and above moderate households. Seaside is the only incorporated city in Monterey County to have met its very low and low income housing goals. As such, Seaside has a clear mandate to focus on moderate and above moderate income housing to create a balanced city.

**1. Housing Rehabilitation Program:** This program offers deferred payment/no interest loans from CDBG grants to very low income homeowners or 3% interest loans to low and moderate income homeowners, with a maximum ceiling of \$30,000. This program is also offered to owner-investors if they agree to lease the units with the Monterey County Housing Authority under the Section 8 Program. Based on past experience, Seaside expects to process a minimum of six loans a year for owner-occupants.

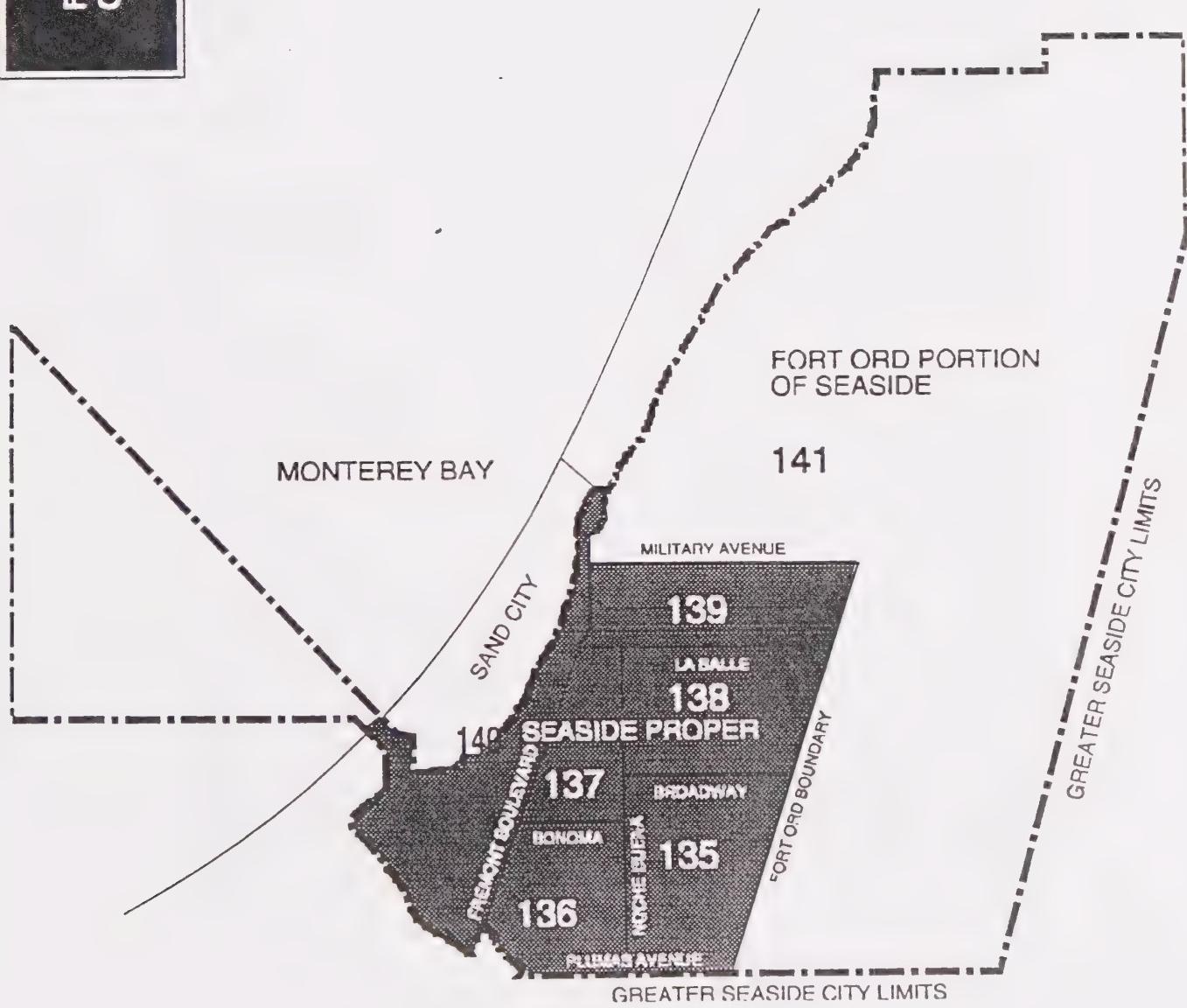
This program is targeted in Census Tracts 135, 136, 137, 138 and 140 shown on Figure 4.1 (page 12). First priority is for areas that were never included in a redevelopment plan. Second priority is those areas that were redeveloped but now need additional assistance.

**2. Down Payment Assistance to First-Time Low/Moderate Income Homebuyers:** The program involves deferred loans to qualified households to supplement the down payment in purchasing a single-family home. This program is aimed at assisting first-time low and moderate income home buyers to reduce the monthly mortgage payment and other housing costs to an amount not to exceed 30% of their monthly gross income.

**3. Home Improvement Programs:** Seaside shall continue the House Paint Program whereby low and moderate income homeowners are reimbursed for the cost of exterior paint. This program is also offered to property owners with housing units under Section 8 Existing Program contracts with the Housing Authority. The City will continue reimbursing ten low and moderate income homeowners and owners of five dwelling units under Section 8 Existing Program contracts with the Housing Authority for the cost of paint applied to their houses. Community Development Block Grant funds will continue to fund this program. It is anticipated that this program will be implemented in the eligible parts of Census Tracts 135, 136, 137, 138 and 140.

**4. Section 8 Rental Housing Programs:** The Monterey County Housing Authority administers the Section 8 Housing Program for the whole county, including Seaside. According to the Housing Authority, there were 412 Seaside households that received Section 8 vouchers or certificates, and 20 Seaside residents were on the waiting list. In addition, the Hannon Assembled

**FIGURE 4.1**  
**CENSUS TRACTS**



Apartments, a Section 236 housing project, receives 85 Section 8 certificates directly from HUD.

Seaside has the largest share of Section 8 recipients on the Monterey Peninsula and will request the Housing Authority for an increase of Section 8 vouchers to accommodate households on the waiting list for rental assistance. The City of Seaside has previously supported all the Housing Authority's requests for increased Section 8 allocations. It is anticipated that Section 8 housing programs will be implemented in eligible portions of Census Tracts 135, 136, 137, 138 and 140.

**5. New Construction:** New construction of assisted housing in Seaside is limited by the landlocked nature of the City and limited vacant land. Redevelopment of deteriorating areas could, however, provide additional housing for very low and low income households. Another major obstacle to new construction of assisted units is the lack of participation from private developers to build such units. The City established a program in 1983 that offers free demolition of vacant, substandard structures. Approximately 79 units have been demolished since 1983. The program is available only for vacant, dilapidated structures not suitable for rehabilitation and, therefore, will not displace any household. The demolition serves as an incentive for privately financed redevelopment of residential properties.

**6. Actions to Expand/Preserve Housing for Very Low and Low Income Households:** In recent years, the City has modified its Zoning Ordinance to allow construction of mixed use projects (commercial and residential) and accessory units (Granny Housing). The City intends to continue these programs which often result in construction of housing for very low and low and/or moderate income households. The City intends to conserve existing very low and low and moderate income housing units through continued promotion and maintenance of existing rehab, home improvement, and Section 8 programs as funds are available.

**7. Dispersal of Section 8 Applications to the Targeted Population:** Recognizing that the homeless, the very low income, and the disabled often lack transportation to Salinas to file for housing programs, the City shall work with the Housing Authority to establish an outreach office in Seaside or on the Monterey Peninsula. The office will facilitate dispersal of applications to the homeless and persons in imminent danger of becoming homeless. Completed applications can then be forwarded to the Housing Authority for processing.

**8. Section 8 Moderate Rehabilitation Program:** The City shall identify substandard multi-family residences which may be eligible for this program and

work with the owners to facilitate a financing and rental agreement with the Housing Authority.

**9. Accessory Residential Units:** The City shall review policies regarding accessory residential units and consider a zoning ordinance amendment requiring new units to be adaptable for persons with disabilities and existing units to be retrofitted on sale to accommodate persons with disabilities.

**10. Economic Independence:** In support of the Family Self-Sufficiency Program (FSSP), the City shall help facilitate the networking process with private enterprises to provide job training assistance and economic development projects for FSSP participants. The City is represented on the FSSP Coordinating Committee by a Council member and the Chief of Planning.

**11. Preservation of Affordable Housing:** The City shall work closely with the owners of Hannon Assembled Apartments and Del Monte Manor to encourage them to maintain their project-based Section 8 contracts beyond the expected termination dates. Eighty-five units within Hannon and 98 units within Del Monte Manor (183 total units) are subject to potential conversion from existing Section 8 contracts within the ten year planning time frame. Potential at-risk Section 8 tenants will be offered an "option out" of the existing project-based rental assistance contracts and conversion to optional rental assistance programs, including regular Section 8.

**12. Preservation of Homeless Shelter Facilities:** The City shall cooperate with and provide technical assistance to homeless shelter providers to help maintain the quality and soundness of existing shelter facilities through such programs as Emergency Shelter Grants and Shelter Plus Care for the Homeless assistance. In 1992, \$24,500 was designated for the homeless via a grant to Peninsula Outreach for the completion of a 16-bed temporary emergency shelter for women and children.

**13. Use of Other State and Federal Programs and Funding Sources:** The City shall cooperate with provider agencies applying for federal and state funds. Depending on funding availability, the City proposes to continue to grant financial assistance to nonprofit organizations providing neighborhood housing services, supportive services to the homeless, the physically and/or mentally impaired older adults, the mentally ill, and households with abused children. Considering the variations in the scope of many nonprofit organizations, it is assumed that implementation of all their missions will occur citywide.

**14. Development Processing:** The City shall streamline the development review process, as necessary, to eliminate unnecessary waiting and delays in

order to reduce time to secure permits and begin construction. A major streamlining program was instituted at the start of FY 1993/94 that can reduce processing time by up to six weeks. Seaside has reviewed its development permit process on a regular basis, along with its fee schedules. The Official Zoning Ordinance has been and is programmed to be amended annually to keep it current.

**15. The Disabled:** The City shall improve the quality and availability of housing for low income individuals with disabilities, as defined by the Americans With Disabilities Act (ADA). Designating one rehabilitated unit supported by Section 8 rental assistance will be a significant step over free market accommodations.

**16. Facilitate New Housing Construction:** The City has given priority to processing the Paralta well water treatment facility which will allow the City to receive an additional 62 acre-feet of water annually. The City has adopted a water priority allocation plan for its remaining water. The plan will be implemented immediately and includes several categories of development with an amount of water assigned to each.

**17. Ford Ord:** The City shall continue its role in planning for the reuse of Fort Ord. This will assure that a balanced community is created, including all urban services and housing opportunities for all economic levels including households needing special accommodations.

**18. Zoning Ordinance Provisions:** The City shall continue the innovative use of zoning ordinance provisions to encourage new construction. These programs shall include, but not be limited to the following:

- Mixed Land Use Development
- Accessory Residential Units
- Design Flexibility Criteria for Substandard Lots
- Provision of Manufactured Housing

**19. Density Bonus:** The City shall amend its density bonus provisions to include density bonus and incentives for the provision of low and lower income housing and/or senior housing in keeping with the latest provisions of California Government Code Section 65915.

**20. Neighborhood Quality:** The City shall continue its efforts in support of neighborhood cleanup through such programs as the Seaside Community Action Team (SCAT), the Neighborhood Improvement Program Commission, support of service clubs and civic organizations in their cleanup efforts, implementation of the Real Property Certification Program and Property

Maintenance Ordinance, and ongoing CDBG efforts to reduce blighting influences and increase property values.

**21. Fair Housing:** The City shall continue to sponsor mediation services for tenant/landlord disputes on matters including, but not limited to, discrimination, rent, maintenance, repair, and eviction.

**22. Development Constraints:** On an ongoing basis, the City shall review its zoning ordinance to identify those obstacles to the timely development of housing. The City shall also review its development standards in order to identify those areas that could result in impediments to the development of new housing opportunities.

**23. Citizen Participation:** The City shall establish a citizen's task force to provide ongoing review of City policies and actions relating to housing development. The task force will provide annual updates to the City Council regarding its findings.

**24. Housing Information:** The City shall provide an information dissemination service to educate and inform the public on fair housing referral and availability. The City shall publish a brochure to identify fair housing programs, rights, illegal practices, and agencies that are available to assist in resolving housing discrimination issues.

## Resources

The primary source of funding for the City's Five-Year Action Plan is the Community Development Block Grant Program. For 1994, \$540,000 was allocated with an additional \$7,000 coming from the housing set-aside funds from the Gateway Autocenter Expansion Redevelopment Project. The Planning Division will be responsible for program administration. In cooperation with the Housing Authority, information regarding programs and funding sources will be made available to nonprofit housing developers, support service agencies and interested parties.

The City intends to work closely with Interim, Inc., Peninsula Outreach, the Salvation Army, Affordable Housing Corporation and other agencies providing affordable housing and supportive services by extending financial or technical assistance in their applications for funding and other resources to meet the housing needs of the very low and low and moderate income families.

The City is investigating the possibility of having a portion of money and property confiscated in illegal drug activities as another source of funding. The rationale is that the illegal drug related activities in the neighborhoods have had a negative effect that can be reversed through positive reinvestment of the illegal gain.

### **Monitoring Plan**

To assure that housing goals and objectives are carried out, the Chief of Planning will submit a report to the Planning Commission in May and November of each year on the status of each objective. The May report shall be sent to HCD as the City's annual report on the state of the Housing Element. Following a public hearing, the Planning Commission shall recommend to the City Council necessary changes to the Housing Element it deems appropriate to meet or exceed the goals and objectives. ♦





# 5.0

## 6

## ENVIRONMENTAL RESOURCES MANAGEMENT

Because of the similarity of their subject matter, the Environmental Resources Management element (ERMe) merges four individual State mandated environmental elements into one consolidated GENERAL PLAN element. The four merged elements are: (1) the Conservation element; (2) the Open Space element; (3) the Community Noise element; and (4) the Public Safety element.

### 5.0.1 ENVIRONMENTAL PROFILE

#### Vegetation And Wildlife (Conservation)

There are three primary areas of concern for native vegetation and wildlife within Seaside "proper" (defined as that portion of Seaside outside of Fort Ord). The first is the Laguna Grande and Roberts Lake area; second is the small strip of beach access within the City limits adjacent to the Monterey Beach Hotel; and third is the remaining vacant and under-improved lands between the Southern Pacific railroad and Del Monte Boulevard, extending from Canyon Del Rey to Fremont, known as the autocenter expansion area.

**Laguna Grande/Roberts Lake Habitat:** Laguna Grande and Roberts Lake were once a single brackish lagoon open to the ocean and periodically flushed by seawater. Over the years, filling for development and transportation purposes divided the lake and reduced the water surface. Seawater flushing no longer takes place and both lakes are freshwater. Sedimentation of the lakes from upstream development and sand blowing from devegetated sand dunes west of Highway 1 has reduced water depth. There has also been marked encroachment of tules and other wetland vegetation in recent years.

The dominant native vegetation types bordering Laguna Grande are riparian (willow) woodland, bulrush marsh, and cattail marsh, along with smaller areas of blackberry thicket. There is a large field of ruderal (weedy) vegetation at the northwest end of the lake, and smaller patches elsewhere. There are also

two landscaped park areas with planted lawns, shrubs and trees, including nonnatives such as eucalyptus.

Freshwater wetlands and riparian woodlands generally support a great abundance and diversity of wildlife, and the depletion of these habitats throughout the region makes these habitats even more important. Riparian habitats support a greater density and diversity of wildlife than any other terrestrial habitat in California.

The Laguna Grande/Roberts Lake Restoration project has been completed by the City to implement a series of improvements designed to improve water quality, habitat areas, and shoreline access. Management objectives of the Lakes Restoration Plan include enhancement of habitat values, restoration of habitat where possible, the development of shoreline improvements compatible with resources, and the overall improvement of water quality. The Restoration Plan also identifies critical habitat areas. The certified coastal Land Use Plan requires that all development, except for recreational and nature observation platforms or piers, be set back a minimum of 50 feet from the inland extent of the wetland and its associated vegetation. The Restoration Plan further refines this by requiring a 50-foot setback from the critical habitat areas defined in the study.

**The Beachfront Area:** The limited beach access area is characterized by coastal strand vegetation. Coastal strand consists of the vegetation of sandy beaches and dunes. This dune vegetation tends to have thick, fleshy leaves, extensive root systems and prostrate growth. Grasses and low growing shrubs also exist with this dune vegetation. A characteristic of this dune vegetation is that it is very fragile. The construction of Highway 1 has degraded much of the dune vegetation and heavy use of the beach area has further degraded the habitat in that area. A serious problem created by these degraded habitat conditions is that the loss of vegetation allows dune movement by the wind which, in turn, contributes to sedimentation and water quality problems in Roberts Lake and Laguna Grande.

**The Autocenter Expansion Area:** The autocenter expansion area is characterized by a ruderal plant community. Vegetative types of special interest have been identified on less disturbed lands west of the expansion area in Sand City.

Several special interest species inhabit adjacent areas. These species include the Smith's blue butterfly, a federally listed endangered species; Monterey Bay gila, a state listed threatened species and a federal Candidate 2 species; and black legless lizard, sandmat manzanita, Monterey ceanothus, and coast wallflower, all Candidate 2 species. Candidate 2 species are those for which additional information on their distribution and threats to their existence is necessary

before the appropriateness of proposing to list them can be determined. Candidate species may be listed in the future as either threatened or endangered, but currently receive no protection under the Endangered Species Act.

Sensitive botanical species (namely the protected *Arctostaphylos pumila*, *Ceanothus rigidus*, *Ericameria fasciculata* as well as the dune buckwheat) were found on remnant parcels during site surveys in the autocenter expansion area and are likely to exist elsewhere within the Southern Pacific railroad right-of-way.

The U.S. Fish and Wildlife Service has required a Habitat Conservation Plan (HCP) within Sand City for the Smith's blue butterfly, as well as all existing sensitive vegetation and wildlife including candidate and endangered species. Such a plan may also be required in Seaside to establish the mechanisms to conserve the habitat of the Smith's blue butterfly and at the same time allow development of a portion of its habitat.

### Air Quality (Conservation)

Seaside is located within the North Central Coast Air Basin which is composed of Monterey, Santa Cruz, and San Benito Counties. State and federal air quality standards are divided into primary standards designed to protect public health, and secondary standards intended to protect the public welfare from effects such as visibility reduction, soiling, nuisance, and other forms of damage. There are two major pollutants of concern in the region:

**Ozone:** Ozone is a major component of photochemical smog and is considered the major regional pollutant. Photochemical smog is a complex mixture of secondary pollutants created by chemical reactions that take place in the presence of sunlight. These chemical reactions involve nitrogen oxide (NO<sub>x</sub>), nitrogen dioxide, various organic compounds, ultraviolet light, and normal components of the atmosphere. Because photochemical reaction rates depend on the intensity of ultraviolet light and air temperature, photochemical smog is primarily a summer air pollution problem.

Ozone is a public health concern because it is a respiratory irritant that also increases susceptibility to respiratory infections. Ozone causes significant damage to leaf tissues of crops and natural vegetation and damages many materials by acting as a chemical oxidizing agent. Because the time frame for photochemical smog reactions involves several hours, emissions of precursor compounds become mixed and spread over a large area, producing a regional pollution problem. The highest ozone concentrations typically occur several miles downwind of densely developed urban areas. Ozone problems are the cumulative result of regional development patterns, rather than the result of a few incrementally significant emission sources.

**Carbon Monoxide:** Carbon Monoxide (CO) levels are a public health concern because CO combines readily with hemoglobin, thus reducing the amount of oxygen transported in the bloodstream. Even relatively low concentrations of CO can significantly reduce the amount of oxygen in the bloodstream. Both the cardiovascular system and the central nervous system can be affected by high CO concentrations.

Most federal air quality standards have never been violated in the North Central Coast Air Basin. Federal ozone standards were occasionally violated through the early 1980s but no violations have been recorded in the Carmel Valley or the Monterey area, including Seaside, since 1985.

The existence of high CO concentrations is a concern along heavily traveled roadways and intersections where traffic congestion persists. CO levels in the Carmel Valley have been a particular concern because the geography of the valley and its relationship to prevailing winds make it prone to pollutant concentration during temperature inversions. There are no monitoring data available for CO in the Monterey Bay region. The Seaside area, with its location on the bay and mixing of air by sea breezes, does not experience buildup of CO concentrations.

Air Quality Management Plans (AQMP) required by the Clean Air Act are generally prepared for entire air basins. Several public agencies are responsible for implementing various actions related to the AQMP. The Environmental Protection Agency (EPA) and the Air Resources Board (ARB) are responsible for setting limits on the amount of emissions that motor vehicle engines can produce. Monterey Bay Unified Air Pollution Control District (MBUAPCD) is responsible for limiting the amount of emissions from industrial and other fixed sources of pollutants. AMBAG and MBUAPCD share responsibilities for the major planning program conformity assessments. Cities, counties, and transit agencies are responsible for land use and transportation measures to reduce the amount of vehicle travel in the region.

It has been determined that the North Central Coast Air Basin is not in attainment of the federal or State Ozone Ambient Air Quality Standards and the State particulate matter standard. In response to not attaining the federal and State Ozone Ambient Air Quality Standards, the MBUAPCD adopted the 1989 Air Quality Management Plan for the Monterey Bay Region.

This plan describes current and projected ambient air quality in the basin and provides a schedule for emission reduction measures to mitigate pollutant concentrations in excess of the ozone standards.

## **Water Resources (Conservation)**

The City of Seaside is served by two water suppliers. The Seaside Municipal System is operated and maintained by the City. The system serves approximately 800 customers in the Del Monte Heights area from three existing wells. The balance of the City is served by the California-American Water Company (Cal-Am), a privately owned and operated water company. Cal-Am has a system capacity of 20,000 acre feet/year as allowed by the Monterey Peninsula Water Management District (MPWMD) and draws from Carmel River surface water, alluvial ground water in the Carmel Valley, and Seaside coastal ground water to supply customer needs.

The MPWMD was created by an act of the California Legislature in 1977 following the drought of 1976-77 and ratified by the voters of the Monterey Peninsula in 1978. The District's boundaries encompass approximately 140 square miles and include the urbanized portion of the Monterey Peninsula and the contiguous unincorporated portions of Monterey County. In addition to MPWMD's enabling legislation, ordinances enacted by the District, guide the District's water management activities. The MPWMD has the ability to tax and raise capital required to finance public works projects to augment the existing water supply. The MPWMD has permit authority over the creation or expansion of water distribution systems.

The City of Seaside has estimated that approximately 645 additional acre-feet of water annually over the current MPWMD allocation will be required at community build-out. It is clear that additional water supplies must be forthcoming if the City is to realize any significant additional growth.

Several efforts to conserve and research new water sources are underway by the Monterey Peninsula Water Management District. The MPWMD has prepared technical studies and a Draft EIR for a proposed dam and reservoir on the Carmel River to increase water supplies to the Peninsula. This issue was brought to the voters for an advisory vote in November 1987, and the results indicated support for the dam. Other efforts include a proposed wastewater reclamation project in Del Monte Forest, and the distribution of water conservation kits by the MPWMD to residences within the District. The MPWMD and the City of Seaside have also adopted ordinances that require installation and retrofitting of water conservation fixtures.

## **Archaeological Resources (Conservation)**

The drainage area along the southern border of Seaside, leading to and including Laguna del Rey and its drainage into the ocean, is an area of prehistoric

archaeological sensitivity. There is one previously recorded prehistoric archaeological site in the area which has been determined to be archaeologically sensitive. This prehistoric archaeological site (MNT-699) is also in the area of active dunes. Most of the area actually determined to be archaeologically sensitive, however, falls adjacent to, but just beyond, the city limits of Seaside. The Cities of Del Rey Oaks and Sand City contain areas of high prehistoric archaeological sensitivity.

The area of active sand dunes along the coast appears to be moderately sensitive. Although only a thin transect of these dunes has ever been examined for archaeological resources, one prehistoric archaeological site (MNT-699) has been located within this area (at the intersection of the area of active dunes and the Laguna del Rey drainage). Dune activity may have buried other sites, such that surface surveys may not find all of the archaeological material present.

The bulk of the City of Seaside rests in an area of stabilized sand dunes which do not appear to contain any land forms or natural resources which would have been of interest to an aboriginal population. The northern, eastern, and southern portions of Seaside are listed as having a low probability of containing prehistoric archaeological resources, although there is still a chance that dune activity may have buried a previous land surface containing site material.

### **Parks (Open Space)**

The City of Seaside has 37 acres of parks maintained by the Parks Division of the Community Services Department. There are 22 parks and tot-lots, most of which are concentrated in the Del Monte Heights and Noche Buena Re-development Project Areas.

### **Noise (Community Noise)**

Noise has become a major consideration in the land use planning process. As the population of Seaside grows, residents will find themselves living and working closer to one another. The City will increasingly be faced with a need to resolve actual and potential land use conflicts resulting from the close proximity of incompatible uses which can be detrimental to one party or the other due to noise.

Although important steps have been taken by federal and state agencies to reduce transportation noise at the source, overall levels are increasing due to increased levels of activity. Roadway, railroad and aircraft noise are problems in some areas of the community, and the potential for increased conflict is great as efforts are made to make full use of available land.

To measure sound directly in terms of pressure would require a very large and awkward range of numbers. To avoid this, the decibel scale was devised. The decibel scale uses the hearing threshold as a point of reference, defined as 0 dB. Other sound pressures are then compared to the reference pressure, and the logarithm is taken to keep the numbers in a practical range.

Use of the decibel scale allows a million-fold increase in pressure to be expressed as 120 dB. Another useful aspect of the decibel scale is that changes in levels (dB) are uniform throughout the scale, corresponding closely to human perception of relative loudness.

The perceived loudness of sounds is dependent upon many factors, including sound pressure level and frequency content. In the range of usual environmental noise levels, however, perception of loudness is relatively predictable, and can be measured using a sound level meter set to the standardized A-weighting network. The "A" scale most clearly approximates the perception of the human ear.

There is a strong correlation between A-weighted sound levels (expressed as dBA) and community response to noise. For this reason, the A-weighted sound level has become the standard tool of environmental noise assessment. In terms of community response, it is generally valid that a change in noise level of at least 5 dBA is required before any noticeable change in community response would be expected. A 10 dBA change in noise level is perceived as being subjectively a doubling in loudness, which would likely result in an adverse public reaction.

It is common to describe community noise in terms of the "ambient" noise level, which is defined as the all-encompassing noise level associated with a given

noise environment. A common statistical tool to measure the ambient noise level is the average, or equivalent, sound level (Leq), which is the sound level corresponding to a steady-state A-weighted sound level containing the same total energy as a time-varying signal over a given time period (usually one hour). The Leq is the foundation of the composite noise descriptors such as Ldn and CNEL, and shows very good correlation with community response to noise.

Commonly encountered noise levels:	
• Quiet residential interior -	45 dBA
• Outdoors, near major street -	65 dBA
• School cafeteria -	75 dBA
• Outdoors, near major freeway -	85 dBA
• Accelerating motorcycle a few feet away -	110 dBA
• Threshold of pain -	130 dBA

Two composite noise descriptors are in common use today: the Ldn and CNEL scales. The Ldn (day-night average levels) is based upon the average hourly Leq over a 24-hour day, with a +10 decibel weighting applied to nighttime (10 p.m.

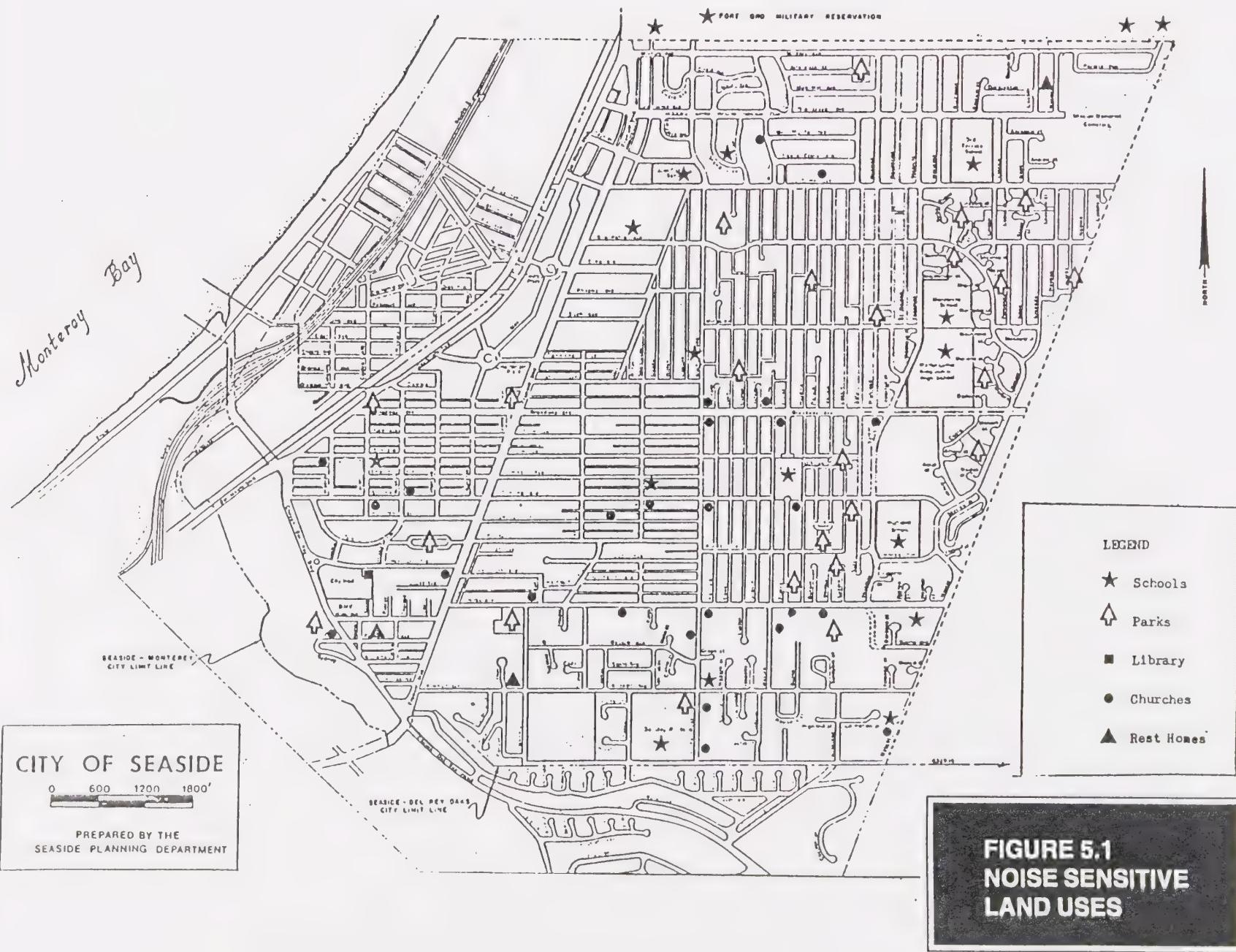
to 7 a.m.) Leq's. The nighttime penalty is based upon the assumption that people react to nighttime noise exposures as though they were subjectively twice as loud as daytime exposures. The CNEL (Community Noise Equivalent Level) is also based upon the average hourly Leq over a 24-hour day, except that an additional 5-decibel penalty is applied to evening (7:00 p.m. to 10:00 p.m.) hourly Leq's. The CNEL scale was developed for the California Airport Noise Regulations, and is applied specifically to airport noise assessment. The Ldn scale is a simplification of the CNEL concept, but the two will usually agree, for a given situation, within 1 dB +/-.

Different land uses have varying degrees of sensitivity to noise. For example, an industrial development is not usually as sensitive to noise as is a residential development. In addition, the type of noise and the time of its occurrence will have different effects depending upon the land use impacted. School sites are not necessarily affected by nighttime noise exposures, for example, but residential neighborhoods are. Similarly, a noise environment dominated by a relatively steady-state noise source such as a freeway may be of less concern for residential developments than would a noise environment punctuated by relatively few very noisy events, such as jet aircraft overflights, even though the Day-Night Average Level (Ldn) may be equal in either case. Thus, different noise criteria should be applied to different land use categories.

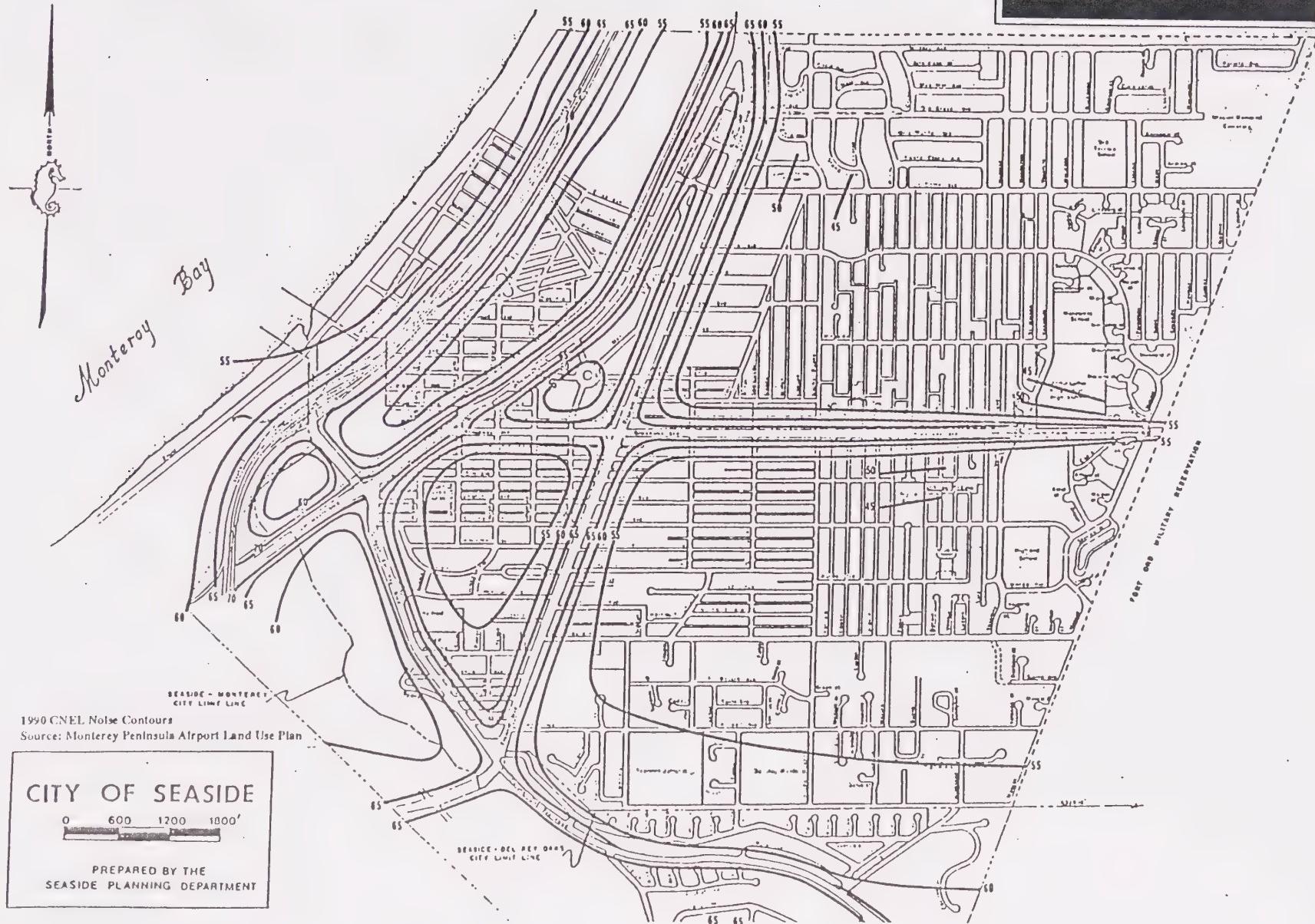
A noise compatibility criterion of Ldn 60-65 dBA is generally recommended for outdoor activity areas of noise sensitive areas, while an indoor level of Ldn 45 dBA is appropriate for indoor activity.

Figure 5.1 (page 9) shows noise sensitive uses in Seaside. Noise sensitive areas include schools, parks, the library, churches and rest homes. The major source of noise is automobile traffic. Figure 5.2 (page 10) contains noise contours developed for major roadways. As would be expected, the traffic corridors of Highway 1, Canyon Del Rey Boulevard, Fremont Boulevard, Del Monte Boulevard and Broadway have the highest noise levels with the exception of upper Broadway (east of Fremont); however, these corridors are primarily existing or planned commercial in character and not adversely affected by noise.

Aircraft activities at Monterey Peninsula Airport do not significantly affect Seaside as the approach and takeoff areas are over rural lands to the east and Monterey Bay to the west. The 55-60 CNEL contour affects only a small portion of the southerly City limits of Seaside. According to the F.A.R. Part 150 Noise Compatibility Program, no residential units in Seaside would require mitigation as a result of adoption of the Comprehensive Land Use Plan for the Monterey Peninsula Airport.



**FIGURE 5.2  
NOISE  
CONTOURS**



## **Police (Public Safety)**

The Seaside Police Department is located within the government center at Harcourt and Canyon Del Rey Avenues. According to department officers, the facility is presently overcrowded and expansion will be required prior to GENERAL PLAN build-out. Development and redevelopment will add cumulatively to the need for additional officers and facilities. The Police Department will review individual projects to ensure adequate access and security measures. By eliminating blighted conditions through redevelopment, GENERAL PLAN implementation has the potential to reduce existing crime levels and improve the quality of life for Seaside residents.

## **Fire (Public Safety)**

The City is served by a single fire station located at Yosemite and Broadway. Response time is approximately five minutes. The single station is adequate to serve the City at full GENERAL PLAN build-out. Increased development and redevelopment may increase the cumulative demand for fire protection services. This could require additional equipment and more personnel, depending on the extent and type of new development.

## **Flooding and Drainage (Public Safety)**

The area around Roberts Lake and Laguna Grande is located within Zone "A," the 100-year flood plain, according to maps prepared by the Federal Emergency Management Agency. The balance of the community is located in Zone "B," the area subject to inundation by a 100- to 500-year flood event.

Areas within Flood Zone "A" are generally not developable given their location within the drainage corridors of the lakes or within Laguna Grande Park. Exceptions are the land planned for office development on the south side of Del Monte at Laguna Grande and the shoreline area of the City north of Highway 1. Location in Zone "A" indicates that construction levels of structures must be located above the maximum flood elevation.

Because of development over the years, storm water runoff has increased. During periods of moderate to heavy rainfall, storm water runoff ponds at some street intersections and low spots which creates temporary inconvenience before slowly draining off through the system. The City system of storm drains and outfalls to Monterey Bay and Laguna Grande are not now adequate to handle all rainfall.

Portions of the master drainage system have been constructed over the years, and implementation will continue as development occurs or as capital improvement funds become available.

### **Geology (Public Safety)**

Most soils within the City consist of Baywood sand, originating from pre-Flandrian dunes. This soil type is characterized by slow to moderate runoff and poses a moderate erosion hazard. The soil depth to underlying bedrock generally ranges between 40 and 50 feet.

Seaside proper is on relatively flat lying alluvium and old dune sand sediments (Quaternary deposits) which overlap siltstone bedrock. The Quaternary deposits consist of loose surface fill and varying layers of unconsolidated sand and silty sand which are derived from old dune sands.

The Monterey Peninsula is located in a seismically active area. Regional faults include the San Andreas and its eastern branches including the Monterey Bay Fault Zone and its onland extensions, the Chupines and Navy Faults, the San Gregorio-Palo Colorado Fault Zone, the King City-Reliz-Rinconada Fault, and the Zayante-Vergeles Fault. All these faults are considered active or potentially active because they have moved in Quaternary time (last 2-3 million years).

The Chupines Fault is part of the Monterey Bay Fault Zone and the closest to Seaside. The mapped extent of the onland Chupines Fault is relatively short (9 1/2 miles). There is no evidence that the fault has moved in the last 10,000 years, and it is not considered active. It is considered potentially active, however. A possible buried onshore extension of this fault has been identified on the Days Inn property adjacent to Roberts Lake. Subsurface investigations on the Embassy Suites Hotel site revealed no subsurface vertical offset in the underlying bedrock. In light of previous geologic surveys and the limited effect of the suspected Chupines Fault Trace, surface rupture hazard is considered low in the area. The Laguna Grande Local Coastal Plan prohibits construction of habitable structures within 70 feet of the probable centerline of the suspected Chupines fault trace.

Potential seismic hazards affecting Seaside proper include ground shaking, ground rupture, and ground failure, including liquefaction and lateral spreading. Proximity of the site to regional active faults and fault zones will result in exposure to ground shaking. Of all the regional faults, the San Andreas is considered to be the most active within the region, and has been recommended for estimating the "design earthquake" for the Embassy Suites Hotel.

The October 1989 Loma Prieta earthquake was measured at magnitude 7.1 on the Richter scale and centered in Santa Cruz County, about 30 miles northeast of Seaside. The earthquake resulted from movement along the Monterey Fault zone but did limited damage within the City. The primary effect was ground shaking which led to widespread power failures.

Great earthquakes occurring around the Pacific Ocean can generate seismic seawaves (tsunamis) that have caused damage along the California coast. Most of the City lies approximately 2,000 feet inland from the coastline and inland of Highway 1, which should provide sufficient distance and protection from tsunamis.

### **Recycling/Hazardous Materials (Public Safety)**

Solid waste from the City of Seaside is disposed of at the Marina Landfill which is owned and operated by the Monterey Regional Waste Management District. The District's service area includes 853 square miles of coastal Monterey County (including the Monterey Peninsula and Fort Ord) from Moss Landing to the southern Monterey County boundary. The services provided include solid and liquid waste disposal, resource recovery, recycling, and electrical energy generation from landfill gas. In 1987, the new Master Operations Plan for the landfill estimated the useful life of the facility to be 83 years with closure anticipated in 2070.

AB 939, the Integrated Waste Management Act, became law in California on January 1, 1990. The law created the California Integrated Waste Management Board whose role it is to review permits for landfills and closures, review recycling plans, and reduce the overall solid waste disposed of at landfills. The act requires each city or waste management district to prepare a "Source Reduction and Recycling Element" consistent with the objectives of source reduction, composting and recycling. The act also requires that the solid waste disposed of at landfills be reduced by 25% by 1995 and by 50% by the year 2000. Residents of Seaside can expect to be required to recycle more solid waste and to participate in other programs to reduce the solid waste stream.

The management of hazardous materials has recently emerged as an important environmental and planning issue. Past and present management and disposal practices have resulted in contamination of the air, soil, surface water and ground water. As the community grows, hazardous materials will be handled by an increasing number of residents and employees. Disposal of hazardous materials and education programs on safe handling and disposal are the responsibility of the Monterey County Health Department.

## **5.1 ENVIRONMENTAL RESOURCES MANAGEMENT POLICIES**

### **5.1.1 CONSERVATION**

#### **5.1.1a Natural Features**

**Issue:** Seaside proper has a number of natural features worthy of protection including Laguna Grande, Roberts Lake and the limited beachfront west of Highway 1.

**Goal:** Retain the beauty of Seaside's natural features through open space conservation and environmentally sensitive development planning.

**Environmental Resources Management Policy 1 - Natural Features:** Protect the Laguna Grande, Roberts Lake and beachfront areas through the strict enforcement of Seaside's certified Local Coastal Program.

#### **5.1.1b Wildlife Habitats/Endangered Species**

**Issue:** There are three primary areas of concern for native vegetation and wildlife in Seaside proper. The first is the Laguna Grande/Roberts Lake area. The Second is the beachfront west of Highway 1 and the third is the remaining undeveloped land between the Southern Pacific Railroad right-of-way and Del Monte Boulevard extending from Canyon Del Rey to Fremont.

**Goal:** The City shall protect its native vegetation and endangered wildlife.

**Environmental Resources Management Policy 2 - Wildlife Habitats/Endangered Species:** Identify the Laguna Grande, Roberts Lake, beachfront and the west Del Monte Boulevard frontage, from Canyon Del Rey to Fremont, as critical native vegetation and habitat areas. Provide for the protection of endangered plant communities in these areas through the use of dedicated conservation easements and a prohibition on the use of nonnative and nonnative compatible plant species in proposed landscapes.

#### **5.1.1c Energy**

**Issue:** Dwindling natural resources and the Federal and State laws addressing this problem make energy conservation both functionally appropriate and legally required.

**Goal:** Promote efficient energy use in the City.

**Environmental Resources Management Policy 3 - Energy:** Require new project designs to (1) include site plans that protect access to direct sunlight for solar collectors per the California Solar Rights and Shade Control Acts; (2) take maximum advantage of pedestrian, bicycle and mass transit options in order to reduce reliance upon personal vehicles; and (3) minimize reliance upon artificial lighting, and heating, ventilation and air conditioning systems.

#### **5.1.1d Air Quality**

**Issue:** The North Central Coast Air Basin, of which Seaside is a part, has not attained the Federal and State mandated air quality standards for either ambient air quality or particulate matter.

**Goal:** Promote the protection and enhancement of regional air quality.

**Environmental Resources Management Policy 4 - Air Quality:** Support regional efforts to reduce air pollution and initiate such local efforts as (1) improving the jobs/housing balance by encouraging development of businesses while also promoting housing affordable to all segments of the population; (2) incorporating strategies into design guidelines and development standards which promote a pedestrian scale environment, encourage use of alternative modes of transportation and reduce dependency on the automobile; (3) promote alternatives to the automobile by establishing a transit center and an efficient system of bike routes; and (4) encourage participation of local citizens, the business community and interested groups and individuals in air quality planning and implementation efforts including a citywide tree planting program.

#### **5.1.1e Water Supply**

**Issue:** The entire Monterey Peninsula, including Seaside, is currently experiencing one of its cyclical water shortages and limited new supplies exist to alleviate this problem.

**Goal:** Conserve and, to the extent possible, enhance Seaside's water supplies.

**Environmental Resources Management Policy 5 - Water Supply:** Encourage water conservation measures through the retrofitting of existing buildings with water saving hardware and mandating the use of water conserving technology in the construction of new buildings. Support the development of additional water supply sources such as new wells, the use of reclaimed

wastewater, a new Los Padres Dam, desalination, and the development of the reported reserves on Fort Ord.

### **5.1.1f Water Quality**

**Issue:** Public health and environmental concerns mandate that drinking water be safe for consumption and that surface drainage and sanitary sewer effluent meet strict water quality standards prior to discharge into natural bodies of water or use for irrigation.

**Goal:** Ensure that water quality is maintained to meet all applicable domestic use and discharge standards.

**Environmental Resources Management Policy 6 - Water Quality:** Require (1) that all domestic drinking water meet all applicable local, State and Federal quality standards; (2) the monitoring of surface drainage and sanitary sewer discharge quality in order to meet all local, State and Federal water discharge standards; and (3) adherence to all local, State and Federal pollution and sediment reduction requirements for water to be discharged into Laguna Grande, Roberts Lake or Monterey Bay.

### **5.1.1g Location And Preservation Of Historic Resources**

**Issue:** The City of Seaside contains important architectural, historical and archaeological resources.

**Goal:** Encourage the location, identification and conservation of Seaside's important architectural, archeological and historic resources.

**Environmental Resources Management Policy 7- Location and Preservation of Historic Resources:** Identify and conserve Seaside's architectural, archeological and historic resources by (1) identifying high sensitivity archeological zones, historic places and architecturally significant buildings; (2) requiring archeological field inspections for any proposed development within high sensitivity archeological zones; (3) encouraging the incorporation of architecturally significant structures into proposed new development on the same site as an alternative to demolition; and (4) enhancing citizen awareness of Seaside's heritage through Historical Commission activities and other City sponsored events.

## 5.1.2 OPEN SPACE

### 5.1.2a Park Locations/Standards

**Issue:** Seaside proper has 37 acres of parks, most of which are concentrated in the Del Monte Heights and Hannon areas. This concentration results in a need for new parks to be located in the other residential sections of the City.

**Goal:** Provide an adequate number and equitable distribution of park facilities throughout Seaside proper.

**Environmental Resources Management Policy 8 - Park Location/Standards:** Identify new park locations in residential areas lacking such facilities. Use the standard of two acres per 1,000 residents for mini and neighborhood parks and one acre per 1,000 residents for community parks. Where appropriate, these parks may be joint-use facilities under an arrangement with the Monterey Peninsula Unified School District and/or the Monterey Peninsula Regional Park District. Support diversified recreation programs designed to meet the needs of all age groups. Support art and music "in the park" programs. Consider the sale of bonds, user fees, assessment districts and other sources of revenue that may be identified in the future for park development and maintenance.

## 5.1.3 COMMUNITY NOISE

### 5.1.3a Noise Standards

**Issue:** Noise has become a major consideration in the land use planning and building design process due to the locational incompatibility of uses because of inter-development noise transmission. In order to address this problem consistently and effectively it is important that noise standards be adopted.

**Goal:** Provide consistent and effective noise control and reduction planning through the adoption of noise standards.

**Environmental Resources Management Policy 9 - Noise Standards:** The City's noise standards are listed on the following page. These standards shall be adhered to and implemented to the maximum extent feasible during review of all proposed development projects:

To support these measures, the City shall (1) enforce the State's noise insulation standards including California Administrative Code, Title 25 and the Uniform Building Code; (2) develop a municipal noise ordinance that ensures that residents are not exposed to excessive levels of noise from stationary sources; (3) limit the hours of construction activity in residential areas in order to reduce the intrusion of noise in the early morning or late evening hours and on week-ends and holidays; and (4) incorporate measures into all development projects to attenuate exterior/interior noise levels to acceptable levels.

Land Use Noise Standards		
Land Use	Interior Standard	Exterior Standard
Residential	45	65
Mixed Use Residential	45	70
Commercial	-	70
Office	50	70
Industrial	55	75
Public Facilities	50	70
Schools	50	50

### 5.1.3b Noise/New Buildings

**Issue:** New projects can either cause noise impacts on existing developments or be impacted by existing noise sources.

**Goal:** Prevent noise impactation of new and existing developments.

**Environmental Resources Management Policy 10 - Noise/New Buildings:** Support the inclusion of inter-project noise impaction analyses in building permit applications by encouraging the use of site design and building design techniques, including use of landscape setbacks or berms, building orientation, and buffering of noise sensitive areas, as a means to minimize noise impacts.

### 5.1.3c Noise/Regional Monitoring And Control

**Issue:** In order for Seaside to be environmentally responsible, it is necessary that the City continue to participate in regional noise monitoring and control efforts.

**Goal:** Continue to participate in regional noise monitoring and control efforts.

**Environmental Resources Management Policy 11- Noise/Regional Monitoring and Control:** Support Seaside's (1) continued monitoring of the current and projected noise levels generated by the operation of Monterey Peninsula Airport; and (2) continued participation in multi-jurisdictional noise control efforts with the cities of Monterey, Del Rey Oaks, Pacific Grove, Sand City, and the County of Monterey.

## 5.1.4 PUBLIC SAFETY

### 5.1.4a Police

**Issue:** Public safety and crime prevention/detection are leading police issues in the City of Seaside.

**Goal:** Provide adequate police protection for the citizens of Seaside.

**Environmental Resources Management Policy 12 - Police:** Ensure adequate police protection for the citizens of Seaside by (1) providing the Police Department with adequate personnel and equipment to achieve an emergency response time of five minutes; (2) promoting crime prevention techniques such as "neighborhood watch" and "defensive" project design; (3) supporting crime prevention and controlled substance abuse programs; (4) maintaining effective disaster response plans that address emergency response, traffic control and security of damaged areas, and (5) establishing five minutes as the standard minimum police response time.

### 5.1.4b Fire

**Issue:** Fire prevention, detection and suppression is one of the City of Seaside's primary responsibilities.

**Goal:** Provide adequate fire protection for the citizens of Seaside.

**Environmental Resources Management Policy 13 - Fire:** Ensure adequate fire prevention, detection and suppression services for the citizens of Seaside by (1) providing appropriate fire fighting personnel and equipment; (2) promoting fire prevention through a comprehensive property inspection program; (3) providing an adequate fire suppression water supply and delivery system; and (4) supporting fire prevention and safety educational programs.

### 5.1.4c Seismic Safety

**Issue:** There are several active and potentially active earthquake faults in the Monterey Bay area that pose a significant threat to the City of Seaside.

**Goal:** Minimize the loss of life, injury and property damage in the City of Seaside resulting from seismic activity in the Monterey Bay area.

**Environmental Resources Management Policy 14 - Seismic Safety:** Minimize the loss of life, injury and property damage in Seaside due to seismic activity by (1) requiring that a geological report be prepared by a registered geologist addressing surface ruptures, ground shaking and liquefaction, for all proposed construction projects within 200 feet of known active and potentially active earthquake faults; (2) continuing to identify and mitigate unreinforced masonry structures that were constructed prior to the adoption of the current Uniform Building Code seismic design requirements; (3) requesting Caltrans and all utility companies to review their physical facilities in Seaside to assess their ability to withstand seismic events; and (4) educate the public on procedures regarding preparedness and response to natural disasters, providing information describing procedures and evacuation routes to be followed in the event of a disaster.

#### **5.1.4d Recycling/Hazardous Materials**

**Issue:** Dwindling natural resources, limited solid waste landfill sites and State laws requiring City participation in recycling efforts make the provision and maintenance of recycling programs imperative. In addition, the handling and disposal of hazardous materials is a community concern.

**Goal:** Provide a Citwide recycling program and accommodate hazardous material disposal.

**Environmental Resources Management Policy 15 - Recycling/Hazardous Materials:** The City shall (1) initiate the establishment of a citywide network of recycling centers or curb-side pickup of recyclables in conformance with the Monterey County Integrated Waste Management Plan; (2) coordinate with Monterey County to provide a program for the disposal of household hazardous materials; and (3) identify potential users and producers of hazardous materials at the time of permit application and mitigate dangers associated with these materials, including storage and disposal requirements. ♦

# 6.0



## URBAN DESIGN

The purpose of the Urban Design element is to establish a physical image of Seaside as a unique and vital urban community. It identifies a design framework around which the City's existing urban form is to be unified and into which new development is to be integrated. The codification and adoption of this urban design philosophy provides a guide to project designers and City staff regarding acceptable design approaches for proposed developments.

Specific considerations of Seaside's Urban Design element include: (1) residential neighborhood design unity; (2) the design consolidation and identification of existing commercial areas such as Fremont Boulevard and lower Broadway; (3) the visual integration of the original Monterey Peninsula Autocenter with the Del Monte Boulevard Autocenter Expansion Area; (4) the visual linking of the proposed new Central Business District anchored by lower Broadway to the Laguna Grande/Roberts Lake visitor serving commercial area, the K-Mart commercial area and the Autocenter (Land Use Policy 11) in order to maximize the potential for inter-area commercial synergism; and (5) the physical definition of major entries to the City in order to establish a strong sense of "place" for Seaside in the minds of visitors to the Monterey Peninsula.

### 6.0.1 URBAN DESIGN PROFILE

Because of the pre-incorporation history of uncontrolled growth in Seaside proper there remains residual evidence of poor architectural and urban design in the Community. With the exception of the Gateway Autocenter, Del Monte Boulevard Autocenter Expansion Area, and the Laguna Grande Shopping Center, there have been few other areas developed with a common design theme, landscaping, or development standards. While there are certainly individual examples of quality development, the image of the City suffers from this lack of a unified approach to beautification and development.

The City does have design guidelines contained in the Zoning Ordinance, Subdivision Ordinance, the Local Coastal Plan, and other ordinances (sign ordinance, tree ordinance). A summary of the major design provisions follows:

### **The Zoning Ordinance**

- The Seaside Zoning Ordinance contains a requirement for a Board of Architectural Review (BAR) whose design decisions are final unless appealed to the Planning Commission. The BAR evaluates all projects except single-family homes, unless required for unique reasons, or if design flexibility criteria are used. The BAR considers general architecture, including the character and quality of the design; building materials, colors, screening; exterior lighting and signing; walkway, fencing, and trash enclosure improvements. The BAR also evaluates landscape including the location, type, and coverage of plant materials. In making its decisions, the BAR may impose such conditions as it deems necessary to protect the best interests of the surrounding area, as well as further the public health, safety, and general welfare. The BAR, however, has no existing design guidelines against which to measure the appropriateness of the proposed project.
- The ordinance contains specific design requirements for the Gateway Auto-center and the Del Monte Boulevard Autocenter Expansion Area, including building orientation, fences and walls, landscaping, and signage.
- The ordinance contains provisions for the development, landscaping and screening of mobile homes, parking lots and at the interface of residential with nonresidential uses.
- Because of the many substandard lots of record, the zoning ordinance encourages design flexibility intended to allow for variations and depth to the building face and to maximize use of the remaining open space on the property.
- Mixed land use (commercial and residential uses in the same project or structure) is allowed by the zoning ordinance to promote quality commercial development.
- The Planned Unit Development portion of the ordinance allows waiver of certain property development standards with the provisions of amenities and incentives. A PUD can beautify the City by providing such features as the incorporation of naturally landscaped rights-of-way; the provision of at least 10% or more open space than required; different architectural variety;

and extra landscaping and design improvements. Provisions for the subdivision and development of PUDs and additional design guidelines are also provided in the Seaside Subdivision Ordinance.

### The Tree Ordinance

The tree ordinance prohibits the removal of any tree on private property in the City without a permit. The ordinance also contains a list of trees which may not be planted without a permit (Monterey Pine, Monterey Cypress, Coast Redwood, Blue Gum Eucalyptus, Willows, Cottonwood and Poplar). Any tree removed must be replaced with a species and at a location approved by the BAR or other appropriate authority.

### The Local Coastal Plan

The City's approved Local Coastal Program Land Use Plan requires that design and architectural guidelines be prepared for buildings and related facilities constructed in the Coastal Zone.

## 6.1 URBAN DESIGN POLICIES

### 6.1.1 COMMERCIAL AREAS

#### 6.1.1a Fremont Boulevard/General Commercial

**Issue:** The Fremont Boulevard commercial area is a lengthy auto-oriented strip that has evolved over the past 40 years. It includes a mix of freestanding retail and service commercial shops, restaurants and bars plus some small shopping centers. The older centers are generally nondescript architecturally while the newer centers exhibit a degree of design unification. Currently, the most significant design integration element is the unified right-of-way median and sidewalk landscaping that exists north of Broadway to the Del Monte Boulevard intersection.

**Goal:** Reinforce the visual unity along Fremont Boulevard to support its commercial function as an auto-oriented commercial area.

**Urban Design Policy 1 - Fremont Boulevard/General Commercial:** Visually enhance and integrate the Fremont Boulevard vehicular-oriented commercial

area by: (1) providing for the extension of the right-of-way median and sidewalk landscaping that currently exist north of Broadway to that section of Fremont that lies south of that intersection; and (2) adopting unifying general commercial district building and landscape design guidelines.

### 6.1.1b Lower Broadway/Central Business District

**Issue:** In keeping with Land Use Policy 11, the Urban Design Element should support and enhance the development of a new, visually distinct, Central Business District in Seaside with lower Broadway as its core and extending south to Canyon Del Rey between Fremont, Harcourt and Del Monte.

**Goal:** Create a new, visually distinct, Central Business District between lower Broadway, Fremont, Canyon Del Rey, Harcourt and Del Monte.

**Urban Design Policy 2 - Lower Broadway/Central Business District:** Visually differentiate the proposed Central Business District between lower Broadway, Fremont, Harcourt, Canyon Del Rey and Del Monte (Land Use Policy 11) from the remainder of the City's commercial areas by: (1) adding Central Business District-specific design elements to Seaside's general commercial design guidelines; and (2) by utilizing unique public infrastructural elements such as unusual street light fixtures, architectural paving, trellised pedestrian walks, etc.

The parcels on the north side of lower Broadway are to be developed in conformance with the general commercial design guidelines (Urban Design Policy 1) in recognition of their role as the transition from vehicle to pedestrian orientation and as the lower Broadway gateway to the Autocenter. The existing lower Broadway entrance to the Autocenter is to be visually and functionally enhanced in order to maximize the commercial synergy between lower Broadway and the Autocenter.

### 6.1.1c Fremont-Broadway Intersection

**Issue:** The Fremont-Broadway intersection, as the most distinct local gateway to lower Broadway and the proposed new Central Business District (Land Use Policy 11), is potentially the most visually important commercial corner in Seaside proper. However, the fact that this corner lacks distinct urban design recognition of this role inhibits this potential.

**Goal:** Reconfigure the Fremont-Broadway intersection to visually establish its role as one of the major gateways to lower Broadway and the proposed new Central Business District.

**Urban Design Policy 3 - Fremont-Broadway Intersection:** (1) Recognize the commercial importance of the Fremont-Broadway intersection as the gateway to lower Broadway and the proposed new Central Business District (Land Use Policy 11); and (2) undertake urban design actions to appropriately reconfigure the intersection to visually project its role as a major commercial gateway through a combination of public and private property reconstruction and redevelopment.

#### **6.1.1d Central Business District/Visitor Serving Commercial/K-Mart Area/Autocenter Linkages**

**Issue:** Much of Seaside's economic vitality has been limited by the fact that the City's commercial areas have developed in physical isolation from one another. Consequently, little inter-area commercial benefit has been derived from their common location in the same City and market subarea.

**Goal:** Visually and physically support the maximization of economic synergy between Seaside's commercial areas.

**Urban Design Policy 4 - Central Business District/Visitor Serving Commercial/K-Mart/Autocenter Linkages:** Visually enhance the proposed functional linkages between the Central Business District, the Laguna Grande/Roberts Lake/beachfront visitor serving commercial area, the K-Mart commercial complex and the Autocenter. Utilize public and private design elements to visually reinforce the functional linkages. These infrastructural linkages should create psychologically enticing, comfortable, safe, and easily recognized pedestrian circulation routes between the areas.

#### **6.1.1e Monterey Peninsula Autocenter**

**Issue:** The Monterey Peninsula Autocenter, which was created by Seaside's Gateway Urban Renewal Project in 1967, was the first true autocenter in the United States and today continues to be the largest source of the City's sales tax revenue. However, the Autocenter is now a quarter of a century old and is in need of a physical updating to accommodate contemporary marketing, facility and infrastructure standards.

Additionally, the Del Monte Boulevard Autocenter Expansion Area is visually unrelated and isolated from the original autocenter thereby minimizing the economic benefit it receives from being part of the autocenter complex.

**Goal:** Physically upgrade the original autocenter to meet current operational and marketing standards and visually integrate the autocenter expansion area on the west side of Del Monte Boulevard with the original complex.

**Urban Design Policy 5 - Monterey Peninsula Autocenter:** (1) Revise the original autocenter dealership design guidelines in response to current operational and marketing standards; (2) identify and provide the basis for implementing public sector infrastructure improvements; and (3) establish a design plan for the Del Monte Boulevard right-of-way that visually integrates the Autocenter Expansion Area on the west frontage with the original autocenter on the east side. Consider such items as planted medians, matching decorative light standards, mirror image planting and the placement of autocenter entry signs on Del Monte at the north and south ends of the complex.

## 6.1.2 RESIDENTIAL AREAS

### 6.1.2a Older Residential Areas

**Issue:** Some of Seaside's older residential areas were developed without benefit of comprehensive neighborhood planning or general building and landscape design standards leaving them without a visual sense of being a neighborhood;

**Goal:** Visually integrate the unplanned, older residential areas into identifiable neighborhoods.

**Urban Design Policy 6 - Older Residential Neighborhoods:** (1) Identify older residential areas that lack a visual sense of being a neighborhood; (2) analyze each identified area for historical, natural and/or man made elements that are unique to the area and might provide the basis for the visual integration of it as a neighborhood; and (3) establish a unified urban design approach to the visual integration of each area as a unique residential neighborhood.

## 6.1.3 GENERAL

### 6.1.3a City Entries

**Issue:** With the exception of highway signs and the signed wall and landscaping at the Fremont/Del Monte intersection, the main entries to the City of Seaside are relatively unmarked. As a result, many of the visitors to the Monterey Peninsula pass through Seaside unaware of the fact that the City is not simply the outskirts of the City of Monterey. This is particularly true of the important Canyon Del Rey entry from Highway 1 near the emerging visitor serving complex in the Laguna Grande/Roberts Lake area.

**Goal:** Provide physical features at the main entries to Seaside in order to provide the traveler with a visible sense of Seaside as a unique urban community.

**Urban Design Policy 7 - City Entries:** Major entry features are to be designed and constructed at each of Seaside's primary visitor entries (north and south ends of Fremont and the Highway 1/Canyon Del Rey interchange).

Consideration should be given to the incorporation of major works of art into these entry features. Since the Roberts Lake vista is the main view that most travelers see of Seaside, particular attention should be paid to this entry feature. Indeed, a very large scale sculpture integrated with a water feature might be considered for placement in the lake itself. This would provide a major attraction for the emerging visitor serving commercial complex and provide a terminus for the linkage to the proposed new Central Business District.

The design treatment of the major entries must include the installation of specimen trees. The trees utilized at the entries should provide the basis for a generalized community-wide tree planting program that will visually unite the individual areas of Seaside as a harmonious cityscape.

#### **6.1.3b Undergrounding of Utilities:**

**Issue:** Some portions of Seaside proper still have overhead utility lines which negatively impact those areas visually.

**Goal:** Remove the negative visual impact of overhead utility lines in those portions of Seaside in which these lines still exist.

**Urban Design Policy 8 - Undergrounding of Utilities:** Institute a phased utility undergrounding program for those portions of Seaside proper that still have overhead utility lines. ¶



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